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ABSTRACT

Vocational training in Spain suffers from a fundamental initial disadvantage, namely the subsidiary position that it occupies in the general structure of the country's educational system. The situation has been aggravated by the sector's relative neglect by the government, which has been forced to concentrate its efforts on secondary and university education as a result of the rapid population growth that occurred throughout the 1970s. The remainder of society is also rather uninterested in vocational training and views it primarily as the educational option for those who do not successfully complete their elementary education. The general attitude from industry is that vocational education does not provide adequate preparation for today's jobs and that its content is not geared toward meeting industry's needs. More than once, the government has recognized the need for closer cooperation with the employment sector in planning course content and developing occupational profiles to guide vocational training. In general, however, the lack of labor planning and clear employment forecasts have allowed vocational education to continue concentrating on sectors of the job market that are currently saturated and to give inadequate attention to sectors that are currently expanding or of vital importance to the economy. As in academic education, theory is given preeminence over practice in vocational training. The lack of teaching resources appropriate to preparation for the contemporary world of work is another of the problems inherent in the vocational education system. Closer links between vocational education and industry are difficult to establish since the formal vocational training system begins at age 14, which is two years before youth can legally hold jobs. A map of Europe and two diagrams are provided in color; tables, figures, and a bibliography are also included. (MN)

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Vocational training in Spain

CEDEFOP

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The best way of promoting cooperation among the Member States of the Community in the field of vocational traninig is by promoting understanding of the various training systems. CEDEFOP has deployed a large portion of its resources with a view to improving an exchange of such information, not only by publishing monographs such as this but also by organizing conferences and seminars, producing audiovisual material and publishing a series of studies and documentary dossiers.

This monograph is intended to serve as a frame of reference providing the reader with a maximum of information on many aspects of vocational training - the legislative framework, funding, historical development, etc. Our objective here is to present a "dynamic" description placing the questions encountered in the field of vocational training in their proper economic, social and cultural context within the Member State under review.

This monograph serves as a basic document for a wide range of activities at the Centre, for example the establishment of comparability between vocational qualifications or in-depth studies of certain important aspects in the development of initial and continuing vocational training.

The text of this description was prepared in consultation with the social partners, and we hope that we have thereby maintained a position of objectivity which respects the opinions expressed by all the parties involves, i.e. the representatives of the governments of the Member States and of the two sides of industry.

Our publications describing the vocational training systems in the various Member States are based on a single structure, an approach

which facilitates whe work of comparing and contrasting respective system elements wherever comparison is possible.

All the monographs are available in the original language and at least two other Community languages.

During the course of 1987 the Directorate of the Centre will develop proposals for a new version of the CEDEFOP Guide to take account of the fact, firstly, that training systems undergo a process of change and, secondly, that from 1 January 1986 the Community has two new Member States.

The Centre expresses gratitute to Messrs. Candido GENOVARD, Jaime SARRAMONA, Jose Luis CRESPAN, Ferran FERRER, Concepcion GOTZENS of the UNIVERSIDAD AUTONOMA DE BARCELONA whose support this work could not have been accomplished.

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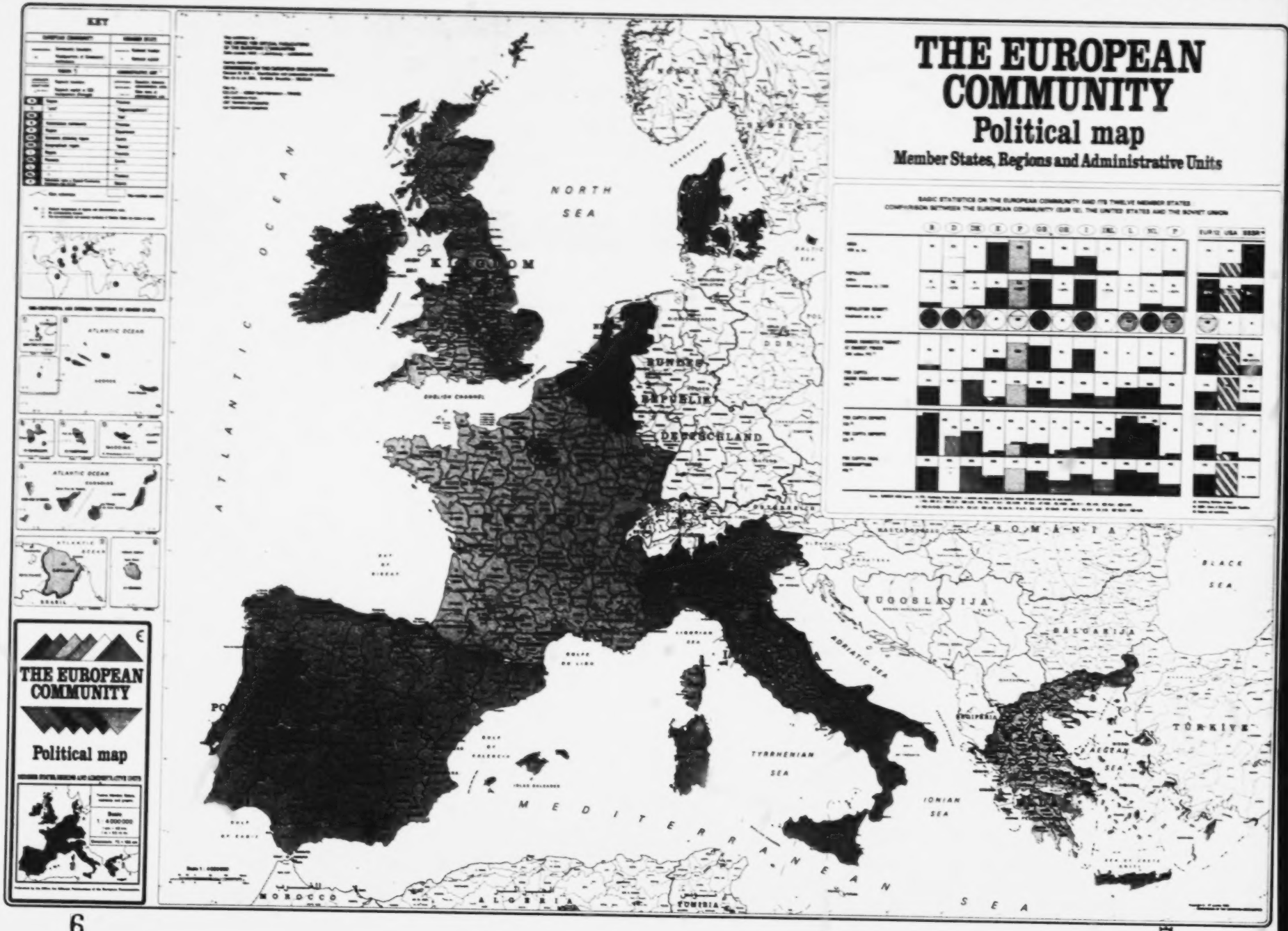
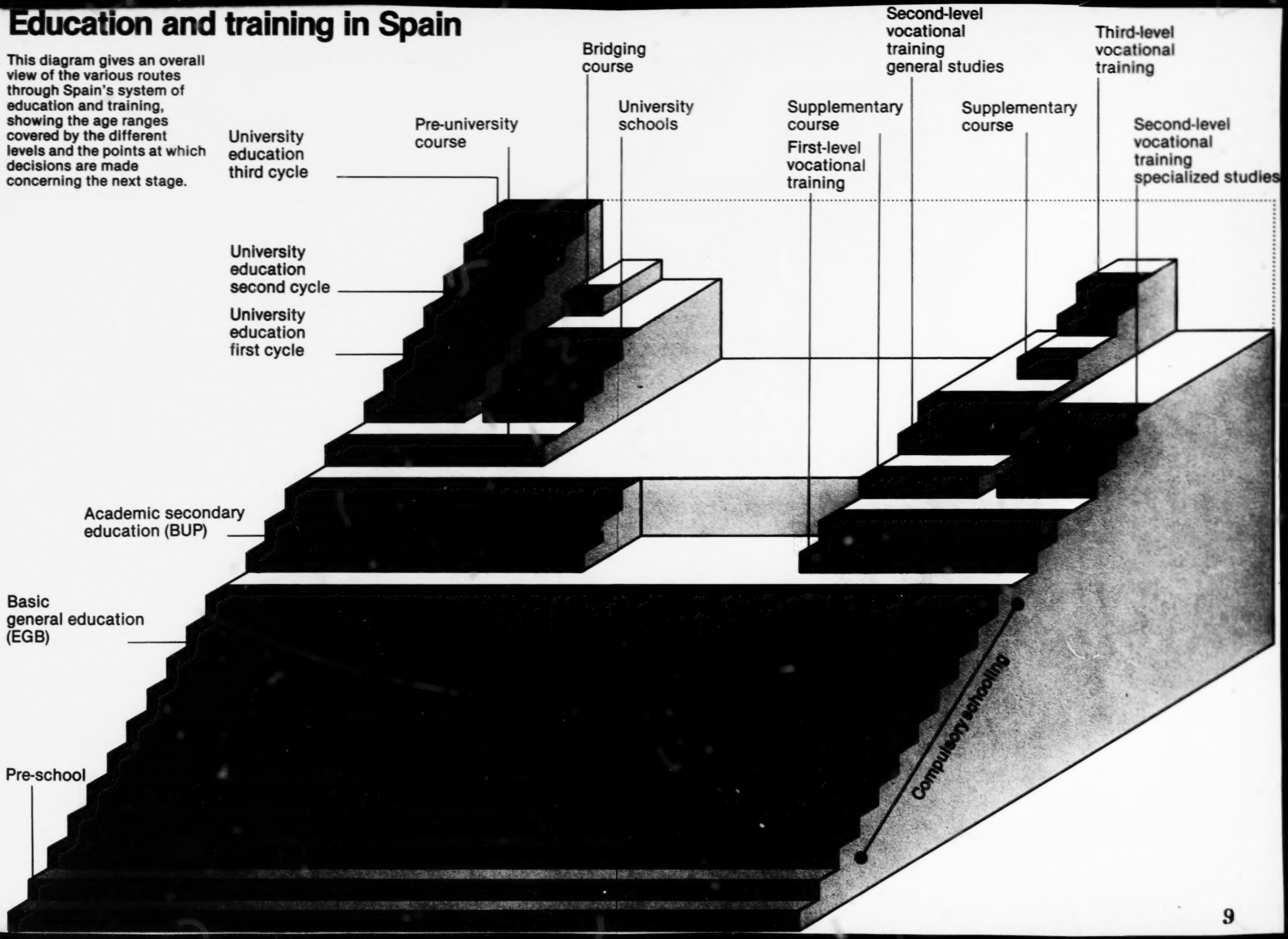
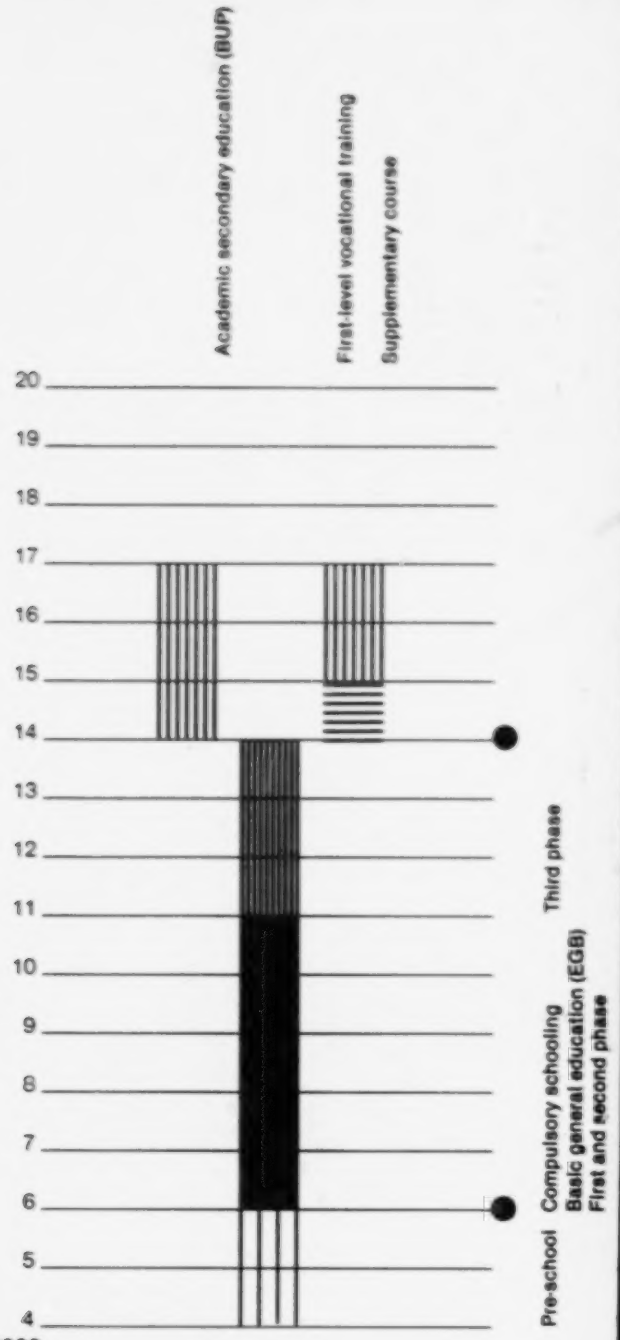

KEY
THE EUROPEAN COMMUNITY
Political map
THE EUROPEAN COMMUNITY
Political map
Member States, Regions and Administrative Units
BASIC STATISTICS ON THE EUROPEAN COMMUNITY AND ITS TWELVE MEMBER STATES
COMPARISON BETWEEN THE EUROPEAN COMMUNITY (EUR 12), THE UNITED STATES AND THE SOVIET UNION
ATLANTIC OCEAN
NORTH SEA
UNITED KINGDOM
DEUTSCHLAND
DDR
ENGLISH CHANNEL
BAY OF BISCAY
ROMÂNIA
BLACK SEA
YUGOSLAVIJA
BALGARIJA
ADRIATIC SEA
TYRRHENIAN SEA
IONIAN SEA
AEGEAN SEA
TÜRKIYE
MEDITERRANEAN SEA
MOROCCO
ALGERIA
TUNISIA

Education and training in Spain

This diagram gives an overall view of the various routes through Spain's system of education and training, showing the age ranges covered by the different levels and the points at which decisions are made concerning the next stage.

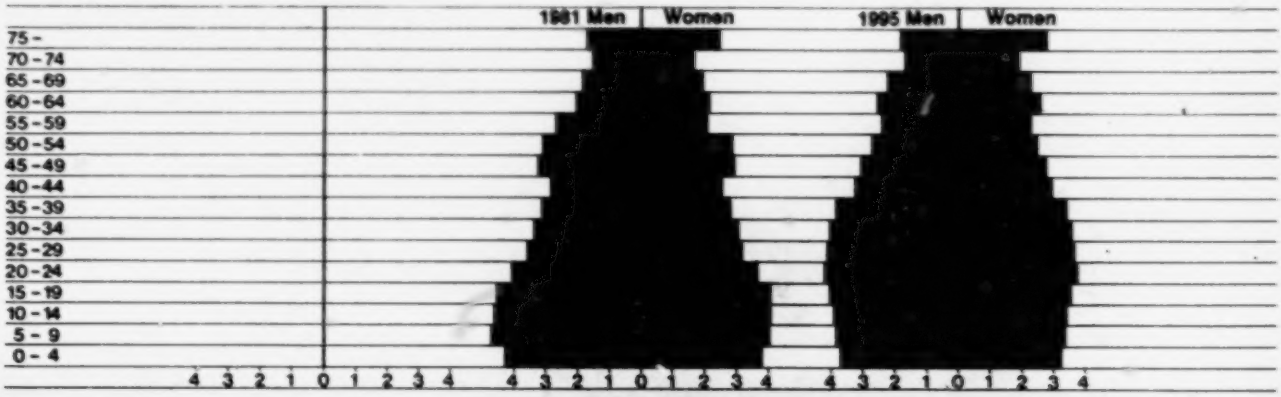




Age structure

Age profile for the year 1975, and a projection for the year 2000

(Key date in each case: 1.1. 1975, 1. 1. 2000)
(All over the age of 75 are combined into one group)



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INTRODUCTION

The structure of the Spanish state

Article 2 of the 1978 Spanish constitution "recognizes and guarantees the right to autonomy of the nationalities and regions" which make up the country within "the indissoluble unity of the Spanish nation". This constitutional declaration - developed in Title VIII, "Of the Territorial Organization of the State" - envisages a form of state intermediate between the federal structure and the unitary state, with the regions enjoying self-rule, in what has come to be known as the "state of autonomies".

Many learned works and publications have already been devoted to the definition of this concept and to the identification of the similarities with, and differences from, the classical models of the state. While the analyses and interpretations produced cover a wide range of positions, if there is any point on which all or nearly all agree it is the innovative and open-ended nature of the principle involved.

The constitutional regulation of regional autonomy is based on the principle of freedom of choice: the Constitution does not lay down the boundaries of the Autonomous Communities, the means by which they achieve self-rule or the powers and responsibilities which they may assume. Rather does it simply set certain minimum conditions, leaving it to the future Communities to determine these matters in conjunction

with the central organs of the state.

The map of Spain's autonomous regions was thus not established in advance by the Constitution: rather has it been built up on the basis of the autonomy initiatives developed with the help of the Constitution's provisions. These provisions recognize four different types of geographical entity which have the right to self-rule. Autonomous Communities may be formed by (1) neighbouring or adjacent provinces with common historical, cultural or economic characteristics, (2) the island territories, (3) certain single provinces, not joining with others, providing they constitute a historical regional entity, and (4) with the permission of Parliament, certain territories whose size does not exceed that of a province and which do not constitute a historical regional entity.

The Autonomous Communities

In the course of the development of regional autonomy 17 Autonomous Communities have been established, of which nine fall into the first of the above categories (Andalucía, Aragón, Castilla-La Mancha, Castilla León, Cataluña, Comunidad Valenciana, Extremadura, Galicia and País Vasco), two are island territories (Baleares and Canarias), five are single provinces constituting historical regional entities (Asturias, Cantabria, La Rioja, Murcia and Navarra) and one falls into the last of the four categories (Comunidad Autónoma de Madrid).

As regards the mode of access to self-rule the Constitution provides for two principal routes, the special or rapid route and the normal or slow route, the differences between which relate to the responsibility for elaborating the Statute of Autonomy and the maximum powers which the Community can exercise. The rapid mode provides for a major role for the Community in the elaboration of its own Statute and allows it to exercise from the start the maximum range of powers recognized in the Constitution as "residual" powers, assigning to itself all the powers which the text of the Constitution does not assign to central government. Under the slow mode the Community is restricted to an initiation function as regards the development of its Statute and the achievement of its maximum range of powers is delayed for not less than five years.

The rapid procedure was in fact introduced for the nationalities within Spain with historical experience of self-rule (Cataluña, Galicia and País Vasco), and it was these which took this route. They were joined - though not without dispute - by Andalucía. All the other Communities opted for the slow route, also known as the Article 146 procedure, this being the article of the Constitution regulating the process of elaboration of the Statute.

The different situations and historical backgrounds of the Communities and the different routes by which

they have attained self-rule have given rise to differing dynamics, leading commentators to speak of first- and second-category Communities. However, this simplification, which in any event has no legal foundation, has not withstood the differing dynamics of negotiation, since the outcome has been one of considerable diversity in the patterns of autnomous development in the various Communities. This is due very much to the open-ended nature of the constitutional text mentioned earlier. One distinguished commentator has succeeded in isolating no less than fourteen possible routes to self-rule by the Communities, all of them compatible with the constitutional text. While in practice these various routes have been reduced to the two principal ones, this is nevertheless an excellent indication of the diversity which has marked the autonomy process. This diversity has on several occasions led central covernment to attempt to standardize the process with the aim of preventing the development of even greater regional imbalances than those which already exist. This was the background to the introduction of the Harmonization of the Autonomy Process Act, opposed as unconstitutional by the more established Autonomous Communities (Cataluña and País Vasco), which seeks a certain levelling down of the maximum powers allowed to the Communities.

The Constitutional Court found that certain sections of the Act were in some degree incompatible with the Constitution, and in fact a process of debate

continues between the more centralist and the more autonomist political groupings. This debate is reflected in the permanent clash between the central machinery of the state and the executive and legislative bodies of the Autonomous Communities.

The distribution of powers

Virtually all expert commentators consider that the source of the conflict is to be found in an inadequate definition of spheres of responsibility in the Constitution. This is the result both of the principle of "double residuality" used and of a certain vagueness as between the various functions to be carried out which arise from the powers respecting particular matters.

With regard to the first of these points, the Constitution gives central government exclusive powers in certain areas, namely those specified in Article 149. Communities attaining self-rule by the rapid route may assign themselves exclusive powers in all areas not reserved to central government, while those adopting the slow route may assume responsibilities only in the 22 areas referred to in Article 148 of the Constitution in the first five years of self-rule (thereafter their position is the same as that of the Communities in the first group).

Once this first assignment of powers has taken place, all powers which could be assumed exclusively by

a Community but which, under its Statute of Autonomy, are not so assumed revert as residuals to the sphere of responsibility of central government.

It is easy to imagine the disagreements which may arise regarding the question whether a particular area of responsibility which is not mentioned specifically either in the Constitution or in the Statute of a Community and which has acquired significance as a result of the social and economic development of the country falls under the exclusive responsibility of the Community by virtue of the first residuality or reverts to central government by virtue of the second. It should be noted, however, that many Statutes claim as areas of exclusive responsibility all those not reserved for central government by the Constitution.

However, this difficulty is compounded by the second one mentioned above. Central government is not assigned the same function in all the 32 areas of responsibility exclusively reserved for it, which relate in general to the unity of the state, the general interests of the nation and the interests of all its citizens with the aim of ensuring equal and uniform treatment for all of them. In some cases central government has both executive and legislative functions (e.g. in relation to nationality, international relations, defence, justice and external trade), while in others it retains only the legislative function and allows the Autonomous Communities to take responsibility

for execution (as in the case of labour matters).

Finally, the Constitution provides for a third area in which the centre has exclusive power, namely that of basic legislation, granting to the Autonomous Communities the right to develop the basic principles in legislation and to give effect to them.

All the above provisions are without prejudice to the right of central government, under Article 150 of the Constitution, to transfer or delegate to the Communities any of the 32 powers reserved to it exclusively under Article 149.

The final touch is put to this confused picture by Article 150.3, under which the "public interest", as recognized by an absolute majority in the national Parliament, allows the state to adopt "legislation which lays down the principles necessary for the harmonization of the requirements" introduced by the Communities in the exercise of the powers assigned to them. This was the ultimate justification of the Harmonization of the Autonomy Process Act.

Since there can be no hierarchy of autonomous centres of power (including the central power of the state) within a state which is structured on the basis of political autonomy, the only valid organizing principle is that of a clear and sharp separation of the areas in respect of which each centre enjoys autonomy and

hence power. The hierarchical status of a law etc. is thus irrelevant in the face of the principle of the division of powers: an Act of Parliament does not take priority over a ministerial order issued by the government of an Autonomous Community in areas where Parliament has no powers.

Given the great important of the principle of the separation of areas of responsibility within the legal structure and the position now reached in Spain (of which a distinguished lawyer has said that no central or regional body in fact possesses exclusive powers), it is clear that there must exist a permanent state of collision. That this is the case is shown by the level of activity of the Constitutional Court, whose job it is to adjudge complaints of unconstitutionality submitted either by central government or by the Autonomous Communities where they consider that their spheres of responsibility have been infringed.

Thus far we have considered only the legal and formal problem of the distribution of powers and have not dealt with other matters which make the situation even less clear. One particular difficulty relates to the economic valuation of the services transferred where it has been agreed that the Community has exclusive powers. The problems experienced in reaching agreements in the Joint Valuation Committees have led to considerable delays in the transfer of powers to the Autonomous Communities. This has strained

relations between the various central and regional bodies and has held back the construction of the "state of autonomies".

Responsibility for education

The foregoing is intended to serve as a frame of reference in which to place the discussion of the education system at its various levels.

The first point to make is that education appears neither in the list of 32 areas of exclusive responsibility of central government nor in that of the 22 areas of responsibility which Communities attaining self-rule by the slow procedure may assume in their first five years of existence. This has given rise to a situation in which some Communities have been able to assume powers in this area while others are legally unable to do so even should they wish to. In fact the transfer of responsibility for education has already taken place in the case of certain Communities, albeit not at all levels (owing to difficulties arising in the area of the valuation of services). The speed and extent of the transfer of powers vary enormously from one Community to another, and it is likely that no standard pattern will be achieved not just in the five-year transitional period but even in the longer term.

There is in fact little else that can be said regarding responsibility for education in the public sector

at the level of the country as a whole, and it would be necessary to go into considerable detail to explain the situation in each of the Autonomous Communities. This situation is undergoing relatively rapid change, moreover, with the result that any description would be likely to be out of date within a few weeks of being written.

These brief must serve as an explanation of an exceptionally confused situation in which no systematic analysis is possible and as a background to the development of responsibilities for education within the general framework of the growth of political autonomy in Spain.

1. POPULATION

Figures from the National Institute of Statistics (Census of Population 1981: Characteristics of the Population - Preview of Results, Madrid, 1984) show that in 1981 Spain's population totalled 37 680 967, of whom 49·07% were males and 50·93% were females. The distribution of population among the Autonomous Communities, shown in Table 1.1, is very uneven, as is the distribution within each Community.

In absolute terms the three most populous Communities - Andalucía, Cataluña and Madrid - account between them for more than 45% of the total population. Between these three Communities there are nevertheless major demographic differences. At one extreme Andalucía is large in area and has a number of towns and cities of intermediate size (only Seville stands out as large), while at the other Madrid, a single-province Community with most of its population concentrated in the city of Madrid itself, has a very high population density. Cataluña has characteristics of both types, comprising as it does the province of Barcelona, whose population density (597·85 inhabitants per square kilometre) exceeds even that of Madrid (586·23), and three other provinces characterized by both farming and manufacturing industry and a density of population slightly higher than the national average in the case of Tarragona (81·66) and Gerona (79·34) and markedly lower in that of Lérida (29·36).

TABLE 1.1. POPULATION BY AUTONOMOUS COMMUNITY

	Total	%	Male (%)	Female (%)
ANDALUCIA	6 440 917	17.09	49.22	50.78
ARAGON	1 196 938	3.18	49.49	50.51
BALEARES	655 903	1.74	49.30	50.70
CANARIAS	1 367 631	3.63	49.86	50.14
CANTABRIA	513 111	1.36	49.05	50.95
CASTILLA-LA MANCHA	1 648 569	4.37	49.52	50.48
CASTILLA-LEON	2 583 110	6.85	49.57	50.43
CATALUÑA	5 956 342	15.81	49.02	50.98
COMUNIDAD VALENCIANA	3 646 733	9.68	49.02	50.98
EXTREMADURA	1 064 956	2.83	49.33	50.67
GALICIA	2 811 883	7.46	48.44	51.56
MADRID	4 686 876	12.44	48.25	51.75
MURCIA	955 473	2.53	49.12	50.88
NAVARRA	508 722	1.35	49.76	50.24
PAIS VASCO	2 141 056	5.68	49.56	50.44
PRINCIPADO ASTURIAS	1 129 545	3.00	48.57	51.43
LA RIOJA	254 346	0.67	49.94	50.06
CEUTA Y MELILLA	118 856	0.31	48.96	51.04
TOTAL	37 680 967	100	49.07	50.93

Source: National Institute of Statistics, 1981 Census of Population.

Table 1.2 brings out the irregular distribution of population by showing the percentage of the total surface area of the country occupied by each Autonomous Community next to the percentage of the total population for which it accounts. It should be remembered, however, that Communities made up of more than one province may be heterogeneous in their population structure (as we have already seen in the case of Cataluña). The Table also shows the number of inhabitants per square kilometre calculated on the basis of the total population and surface area of each Community.

1.1. Age structure

Table 1.3. shows the age structure (in five-year blocks) of the population of Spain in 1981, both overall and broken down by sex. Using the information in this Table we have constructed the age pyramid shown as Table 1.4. A number of points emerge from these two Tables which merit a brief commentary.

Firstly, among males the younger age groups represent a larger percentage than the same age groups among females. This situation is maintained up to the 45-49 age group but is thereafter reversed, with women more strongly represented than men in the older groups. This observation should be borne in mind in relation to the fact of the greater overall proportion of women in the Spanish population as a whole: the imbalance is not distributed evenly through all

TABLE 1.2. AREA IN SQUARE KILOMETRES OF THE AUTONOMOUS COMMUNITIES, PERCENTAGE OF NATIONAL POPULATION AND POPULATION DENSITY (INHABITANTS PER SQUARE KILOMETRE)

	Area (km^2)	% of nat. territory	% of nat. population	Population density
ANDALUCIA	87 267	17.30	17.09	73.81
ARAGON	47 682	9.45	3.18	25.10
BALEARES	4 942	0.98	1.74	132.72
CANARIAS	7 500	1.49	3.63	182.35
CANTABRIA	5 289	1.05	1.36	97.01
CASTILLA-LA MANCHA	79 225	15.70	4.37	20.81
CASTILLA-LEON	94 010	18.63	6.85	27.48
CATALUÑA	31 932	6.33	15.81	186.53
COM. VALENCIANA	23 260	4.61	9.68	156.78
EXTREMADURA	41 602	8.25	2.83	25.60
GALICIA	29 422	5.83	7.46	95.57
MADRID	7 995	1.59	12.44	586.23
MURCIA	11 317	2.25	2.53	84.43
NAVARRA	10 421	2.07	1.35	48.82
PAIS VASCO	7 250	1.44	5.68	295.32
PPDO. ASTURIAS	10 564	2.10	3.00	106.92
LA RIOJA	5 034	1.00	0.67	50.53
CEUTA Y MELILLA	32	--	0.31	3 714.25
TOTAL	504 744	100.00	100.00	74.65

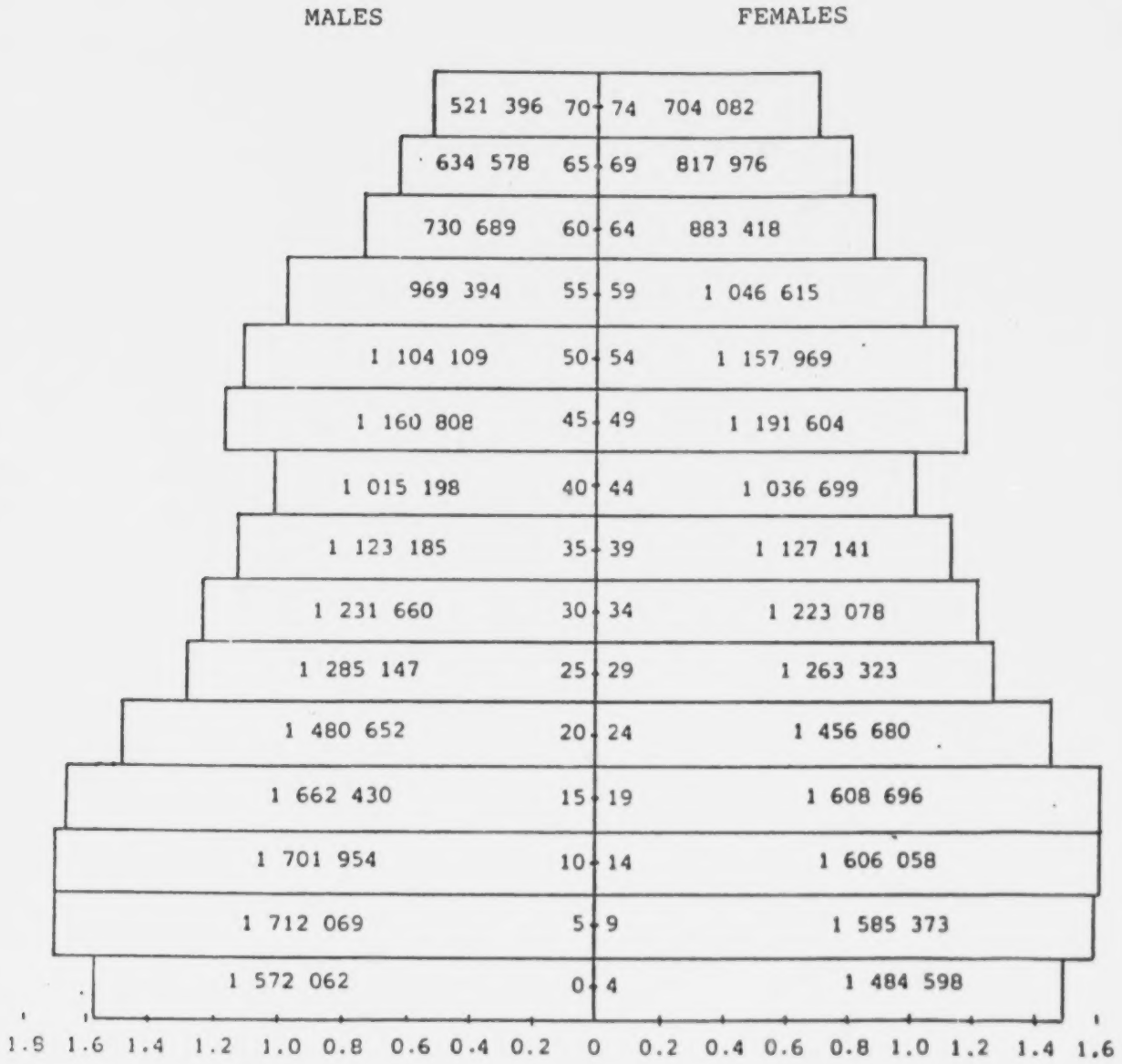
Source: authors' calculation on basis of National Institute of Statistics data.

TABLE 1.3. POPULATION BY AGE AND SEX

AGE GROUPS	TOTAL	%	MALE TOTAL	MALE %	FEMALE TOTAL	FEMALE %
0 - 4	3 056 660	8.11	1 572 062	8.50	1 484 598	7.75
5 - 9	3 297 442	8.75	1 712 069	9.26	1 585 373	8.26
10 - 14	3 308 012	8.79	1 701 954	9.20	1 606 058	8.37
15 - 19	3 271 126	8.69	1 662 430	8.99	1 608 696	8.38
20 - 24	2 937 332	7.80	1 480 652	8.01	1 456 680	7.59
25 - 29	2 548 470	6.76	1 285 147	6.95	1 263 323	6.58
30 - 34	2 454 738	6.51	1 231 660	6.66	1 223 078	6.37
35 - 39	2 250 326	5.97	1 123 185	6.07	1 127 141	5.87
40 - 44	2 051 897	5.45	1 015 198	5.49	1 036 699	5.40
45 - 49	2 352 412	6.24	1 160 808	6.28	1 191 604	6.22
50 - 54	2 262 078	6.00	1 104 109	5.97	1 157 969	6.03
55 - 59	2 016 009	5.35	969 394	5.24	1 046 615	5.45
60 - 64	1 614 107	4.28	730 689	3.95	883 418	4.60
65 - 69	1 452 554	3.85	634 578	3.44	817 976	4.26
70 - 74	1 225 478	3.25	521 396	2.82	704 082	3.67
75 and over	1 582 326	4.20	585 048	3.17	997 278	5.20
TOTAL	37 680 967	100.00	18 490 379	100.00	19 190 588	100.00

Source: National Institute of Statistics

TABLE 1.4. AGE PYRAMID, 1981 CENSUS



Source: Compiled by authors on basis of National Institute of Statistics data.

age groups but is concentrated in the older groups. In the younger age groups, in contrast, there is a preponderance of males, in both absolute terms and relative to the total number of persons of each sex, while in the 35-49 range there is a preponderance of males relative to the total for each sex but not in absolute terms. In the older groups there is a preponderance of women in both absolute and relative terms.

1.1.1. Population of the Autonomous Communities, by age and sex

The age structure of the population of the various Autonomous Communities is shown in Table 1.5, which shows both the total numbers in each age group and the percentage which each age group represents within the population of each Community.

Using as an indicator of age structure the deviations from the percentages for each age group within the population of Spain as a whole we find that the Communities fall into three groups.

One group is formed by those Communities with a relatively elderly population, i.e. with figures for the older age groups higher than the national average and for the younger age groups lower. This is the situation in Aragón, Castilla-La Mancha and Castilla León, Galicia, Asturias and La Rioja. While this may be the result of a number of factors, a common

TABLE 1.5. POPULATION BY AGE GROUP IN THE AUTONOMOUS COMMUNITIES

COMMUNITY		AGE GROUPS 0-14	15-24	25-44	45-64	65 +	TOTAL
ANDALUCIA	N	1 862 451	1 135 774	1 487 488	1 293 740	661 465	6 440 918
	%	28.92	17.63	23.09	20.09	10.27	100.0
ARAGON	N	253 231	185 200	284 443	311 894	162 170	1 196 938
	%	21.16	15.47	23.76	26.06	13.55	100.0
BALEARES	N	162 574	98 807	171 382	142 144	80 997	655 904
	%	24.79	15.06	26.13	21.67	12.35	100.0
CANARIAS	N	412 865	253 623	341 124	243 329	116 691	1 367 632
	%	30.19	18.54	24.94	17.79	8.53	100.0
CANTABRIA	N	124 459	83 775	124 680	115 517	64 680	513 111
	%	24.26	16.33	24.30	22,51	12.61	100.0
CASTILLA-	N	389 730	285 338	348 626	394 732	230 144	1 648 570
LA MANCHA	%	23.64	17.31	21.15	23.94	13.96	100.0
CASTILLA-	N	573 245	444 309	588 804	613 802	362 951	2 583 111
LEON	%	22.19	17.20	22.79	23.76	14.05	100.0
CATALUÑA	N	1 482 231	912 871	1 568 890	1 322 639	669 711	5 956 342
	%	24.88	15.33	26.34	22.21	11.24	100.0
COMUNIDAD	N	955 704	577 816	906 236	791 629	415 349	3 646 734
VALENCIANA	%	26.21	15.84	24.85	21.71	11.39	100.0
EXTREMADURA	N	254 592	193 791	222 441	248 665	145 468	1 064 957
	%	23.91	18.20	20.89	23.35	13.66	100.0
GALICIA	N	657 006	427 045	697 949	650 179	379 704	2 811 883
	%	23.37	15.19	24.82	23.12	13.50	100.0
MADRID	N	1 248 719	771 035	1 264 204	974 241	428 678	4 686 877
	%	26.64	16.45	26.97	20.79	9.15	100.0
MURCIA	N	272 592	161 402	224 726	199 359	97 396	955 475
	%	28.53	16.89	23.52	20.86	10.19	100.0
NAVARRA	N	121 633	83 760	130 219	112 032	61 075	508 719
	%	23.91	16.46	25.60	22.02	12.01	100.0
PAIS VASCO	N	542 399	361 617	573 809	466 258	196 973	2 141 056
	%	25.33	16.89	26.80	21.78	9.20	100.0
PRINCIPADO	N	255 468	169 392	280 741	281 520	142 423	1 129 544
ASTURIAS	%	22.62	15.00	24.85	24.92	12.61	100.0
RIOJA	N	57 679	40 044	62 734	59 367	34 523	254 347
	%	22.68	15.74	24.66	23.34	13.57	100.0
CEUTA Y	N	35 539	22 860	26 937	23 556	9 964	118 856
MELILLA	%	29.90	19.23	22.66	19.82	8.38	100.0
TOTAL	N	9 662 114	6 208 458	9 305 431	8 344 606	4 260 358	37 680 967
SPAIN	%	25.64	16.48	24.70	21.88	11.31	100.0

Source: authors' calculation on the basis of National Institute of Statistics data.

element in these cases is emigration, either to other parts of Spain or, in the case of Galicia, to other countries. In any event these are areas typically reliant on the primary sector of the economy, predominantly agriculture.

A second group is formed by the relatively youthful Communities, in which the younger age groups are overrepresented and the older groups underrepresented. This group includes Andalucía, Canarias and the special case of Ceuta y Melilla. In each case there is some special feature, such as the high birth rates (partly offset in the case of Andalucía by a high rate of emigration in earlier years).

The third and final group is made up of those Communities which have typically been the destination of internal migration owing to their industrial strength. In such Communities - Cataluña, País Vasco and Madrid - there is a degree of overrepresentation of the typically productive age groups, i.e. from 25 to 64 years.

The distribution by sex of the population of Spain is given in Table 1.6, which shows the different proportions of males and females in each age group in the different Communities.

1.2. Population trends

Spain's population has virtually doubled in the course of this century, from the figure of 18 618 200 found

TABLE 1.6. POPULATION DISTRIBUTION BY AGE, SEX AND AUTONOMOUS COMMUNITY

COMMUNITY		AGE GROUPS 0-14	15-24	25-44	45-64	65 +	TOTAL
ANDALUCIA	% Male	51.81	50.65	49.79	48.28	40.04	49.22
	% Female	48.19	49.35	50.21	51.72	59.96	50.78
ARAGON	% Male	51.70	52.36	49.77	48.74	43.70	49.49
	% Female	48.30	47.64	50.23	51.26	56.30	50.51
BALEARES	% Male	52.29	48.63	51.04	48.04	42.67	49.30
	% Female	47.71	51.37	48.96	51.96	57.33	50.70
CANARIAS	% Male	51.92	51.61	49.79	48.40	41.99	49.86
	% Female	48.08	48.39	50.21	51.60	58.01	50.14
CANTABRIA	% Male	51.79	51.12	50.16	48.32	40.23	49.05
	% Female	48.21	48.88	49.84	51.68	59.77	50.95
CASTILLA-LA MANCHA	% Male	51.87	51.02	50.09	49.44	42.95	49.52
	% Female	48.13	48.98	49.91	50.56	57.05	50.48
CASTILLA-LEON	% Male	51.67	51.49	51.21	48.34	43.29	49.57
	% Female	48.33	48.51	48.79	51.66	56.71	50.43
CATALUÑA	% Male	51.94	49.72	50.38	48.00	40.49	49.02
	% Female	48.06	50.28	49.62	51.00	59.51	50.98
COMUNIDAD VALENCIANA	% Male	51.46	51.05	49.48	47.73	42.04	49.02
	% Female	48.54	48.95	50.52	52.27	57.96	50.98
EXTREMADURA	% Male	50.98	52.05	51.21	48.52	41.30	49.33
	% Female	49.02	47.95	48.79	51.48	58.70	50.67
GALICIA	% Male	51.26	49.95	50.59	47.04	40.27	48.44
	% Female	48.74	50.05	49.41	52.96	59.73	51.56
MADRID	% Male	51.56	50.24	48.42	46.70	38.04	48.25
	% Female	48.44	49.78	51.58	53.30	61.96	51.75
MURCIA	% Male	50.56	51.66	49.98	47.90	41.41	49.12
	% Female	49.44	48.34	50.02	52.10	58.59	50.88
NAVARRA	% Male	51.30	51.03	51.39	49.37	42.18	49.76
	% Female	48.70	48.97	48.61	50.65	57.82	50.24
PAIS VASCO	% Male	51.53	50.34	50.69	49.60	39.31	49.56
	% Female	48.47	49.66	49.31	50.40	60.69	50.44
PRINCIPADO ASTURIAS	% Male	50.20	50.20	50.56	48.83	39.29	48.57
	% Female	49.80	49.80	49.44	51.17	60.71	51.43
RIOJA (LA)	% Male	50.05	49.61	52.99	50.65	43.39	49.94
	% Female	49.95	50.39	47.01	49.35	56.61	50.06
CEUTA Y MELILLA	% Male	53.21	49.82	50.57	45.80	34.88	48.96
	% Female	46.79	50.18	49.43	54.20	65.12	51.04
TOTAL ESPAÑA	% Male	51.60	50.63	50.03	48.09	40.87	49.07
	% Female	48.40	49.37	49.97	51.91	59.13	50.93

Source: authors' calculation on basis of National Institute of Statistics data.

in the 1900 census to that of 37 680 967 found in 1981. Table 1.7 brings together the ten-yearly census figures and shows the rates of growth both from one census to the next and from the beginning of the century to the present day. As the Table shows, the rate of growth is a rapid one, comparable in relative terms only with France and the Netherlands, which experienced growth over the period 1950-78 of 27% and 38% respectively. By way of background Table 1.8 shows population growth in the countries of the European Community over the period 1950-78, together with projections for the year 2000. In the case of Spain the projected figure relates to the year 1995. It was decided to include this figure, despite its being out of phase with those for the other countries, for reasons of reliability and consistency, all the figures used being obtained from one source, the National Institute of Statistics (INE).

Table 1.9 sets out the INE's projections for Spain's population in 1995, broken down by age (five-year blocks) and sex

1.3. Migration

If Spanish statistics in general show deficiencies those on migration are virtually nonexistent. This fact is particularly serious when we remember the extent of the phenomenon at both the internal and the international levels. It is well-known that there has been emigration from Spain throughout the

TABLE 1.7. POPULATION OF SPAIN, 1900-1981, AND PERCENTAGE INTERCENSAL GROWTH

YEAR	POPULATION ('000)	INTERCENSAL GROWTH (%)	POPULATION INDEX 1900=100
1900	18 618.2	--	100
1910	19 995.7	7.40	107.40
1920	21 389.9	6.97	114.89
1930	23 667.8	10.65	127.12
1940	25 877.9	9.34	138.99
1950	27 976.8	8.11	150.27
1960	30 528.5	9.12	163.97
1970	34 040.6	11.50	182.84
1981	37 680.9	10.69	202.39

Source: authors' calculation on basis of National Institute of Statistics data.

TABLE 1.8. POPULATION GROWTH IN THE COUNTRIES OF THE EUROPEAN COMMUNITY 1950-2000 ('000)

COUNTRY		1950	1960	1970	1978	PROJECTION 1981	2000
BELGIUM	N	8.654	9 119	9 638	9 840	--	9 569
	%	100	105	111	114	--	111
DENMARK	N	4 271	4 581	4 929	5 104	--	5 312
	%	100	108	117	121	--	126
GERMANY	N	49 989	55 433	60 651	61 326	--	55 944
	%	100	111	121	123	--	112
FRANCE	N	41 829	45 684	50 772	53 277	--	58 240
	%	100	109	121	127	--	139
IRELAND	N	2 969	2 832	2 950	3 311	--	--
	%	100	95	99	112	--	--
ITALY	N	46 438	50 198	53 661	56 714	--	58 460
	%	100	108	116	122	--	126
LUXEMBOURG	N	297	315	340	358	--	359
	%	100	106	114	120	-	121
NETHERLANDS	N	10 114	11 487	13 039	13 942	--	14 283
	%	100	114	129	138	--	141
UNITED KINGDOM	N	50 616	52 559	55 522	55 902	--	58 004
	%	100	104	110	110	--	115
SPAIN	N	27 976	30 528	34 040	--	37 680	40 758 (*)
	%	100	109	122	--	135	146

(*) This projection relates to 1995.

Source: prepared by authors on basis of CEDEFOP and National Institute of Statistics data.

TABLE 1.9. PROJECTED POPULATION (1995) BY AGE AND SEX

AGE GROUP	MALES	FEMALES	TOTAL
0 - 4	1 441 954	1 386 193	2 828 147
5 - 9	1 507 916	1 449 301	2 957 217
10 - 13	1 233 203	1 184 625	2 417 828
14 - 14	307 518	295 318	602 836
15 - 19	1 585 744	1 513 694	3 099 438
20 - 24	1 660 336	1 589 694	3 250 030
25 - 29	1 625 583	1 561 123	3 186 706
30 - 34	1 594 945	1 538 332	3 133 277
35 - 39	1 501 212	1 477 276	2 978 488
40 - 44	1 284 824	1 266 807	2 551 631
45 - 49	1 179 084	1 195 574	2 374 658
50 - 54	1 043 206	1 080 023	2 123 229
55 - 59	933 779	990 791	1 924 570
60 - 64	987 079	1 103 081	2 090 160
65 - 69	849 137	1 007 407	1 856 544
70 - 74	639 814	837 680	1 477 494
75 - 79	373 372	580 993	954 365
80 - 84	205 958	381 028	586 986
85 - 89	89 066	184 288	273 354
90 and over	27 545	63 107	90 652
TOTAL	20 071 275	20 686 335	40 757 610

Source: National Institute of Statistics: Projections for the Population of Spain, 1978-1995.

twentieth century, though with variations as regards both reasons and destination.

Whereas in the early years of the century the main destination was South America, and particularly its Spanish-speaking countries, later on there was a shift to Europe, notably Germany and Switzerland. There is, however, a surprising lack of specific information on the numbers and characteristics of the emigrants. The few figures that are available relate solely to assisted emigration, i.e. that arranged by the Spanish Institute of Emigration, an agency of the Ministry of Labour. Unfortunately it is impossible to ascertain how the coverage of such assistance relates to total emigration, though it seems certain that in practice virtually all emigration takes place through institutional channels.

We feelit is worthwhile including some figures at this point to provide at least an outline of the phenomenon.

1.3.1. International migration

Table 1.10 shows the figures for outward and return migration from 1971 to 1981, the last year for which published figures are available. They clearly show the effects of the widespread recession on the countries which were the destinations of Spanish emigrants and which in one way or another found themselves obliged to return the emigrants to their country

of origin. In any event net emigration remained positive over the period 1971-75, even though the numbers of those returning were already reaching significant levels. Thereafter the combination of a gradual increase in emigration from 1977 onwards and the mare rapid fall in the number of those returning home produced a further turning point in 1981, when once again net emigration was just positive.
It should be remembered that these figures relate to permanent rather than seasonal or temporary migration.

As regards the destination of Spanish emigrants planning to settle abroad, we make use in Table 1.11 of the two categories utilized in the official statistics, namely Europe and overseas. Within the two categories we distinguish the principal receiving countries, showing that in Europe the main destination has been Switzerland, while of those going overseas the largest numbers have gone to Australia and South Africa.

1.3.2. Internal migration

If the information available on international migration is inadequate, that relating to internal population movements is even less satisfactory, given that there is no public agency charged with this specific task. The only information available is that derived from population censuses which show differences between place of upbringing and place of residence. This has enabled an index to be drawn up of the migratory balance of the Autonomous Communities through which

TABLE 1.10. INTERNATIONAL MIGRATION 1971-81

YEAR	OUTWARD	RETURN	BALANCE
1971-75(1)	337 460	149 734	183 006
1976 (2)	15 496	75 148	-59 652
1977	14 522	63 586	-49 064
1978	15 621	52 724	-37 123
1979	17 199	36 609	-19 410
1980	17 413	20 259	- 2 846
1981	20 850	15 361	+ 5 489

Sources: 1971-75, National Institute of Statistics, Spanish Population Movements 1961-78; 1976 onward, Ministry of Labour and Social Security, Statistical Data 1981.

TABLE 1.11. DESTINATIONS OF PERMANENT EMIGRATION (1979-81)

	1979	1980	1981
TOTAL	17 199	17 413	20 850
OVERSEAS	4 180	3 348	5 787
Argentina	92	98	383
Australia	23	172	850
Brazil	69	61	64
Canada	99	84	82
Colombia	58	67	158
Mexico	151	24	62
Peru	113	145	186
South Africa	5	279	727
Venezuela	1 043	417	420
Other	2 527	2 001	2 855
EUROPEAN	13 019	14 065	15 063
Switzerland	--	--	14 496
France	--	--	373
Other	--	--	194

Source: Ministry of Labour and Social Security.

the relative impact of the phenomenon of migration as a whole can be weighed.

Table 1.12 shows the figures for the migratory balance - net emigration or immigration - as a percentage of the population of each of the Autonomous Communities for the periods 1971-75 and 1976-81. It is interesting to see which Communities have experienced a change in the sign of their migratory balance: in the case of Canarias and País Vasco net immigration has been replaced by net emigration, while in that of Aragón, Cantabria and Navarra a net outflow of population has been replaced by a net inflow. All the remaining Communities continued to experience net flows in the same direction between the two periods, though in general the absolute value of the migratory balance declined. The two exceptions here are Asturias and Baleares, which saw a slight increase in their net inflow.

Table 1.12 also includes an indicator of what might be called the capacity for population recovery, namely the difference between the net migratory balance for the two periods. Where this difference is positive, this implies either that the sign of the migratory balance for the Community in question changed from minus in the first period to plus in the second (Navarra, Aragón and Cantabria), or that the negative balance fell between the two periods (Andalucía, Castilla La Mancha, Castilla-León, Extremadura and Galicia)

TABLE 1.12. NET PERCENTAGE POPULATION LOSS/GAIN OF THE AUTONOMOUS COMMUNITIES, 1971-1975 and 1976-1981

Community	1971-75	1976-81	Difference (%76-81 — %71-75)
ANDALUCIA	- 9.63	-0.29	9.34
ARAGON	- 5.55	2.09	7.64
ASTURIAS	0.37	0.82	0.45
BALEARES	11.01	12.29	1.28
CANARIAS	10.89	-2.21	-13.1
CANTABRIA	- 1.43	1.30	2.73
CASTILLA-LA MANCHA	-10.02	-4.41	5.61
CASTILLA-LEON	-14.71	-2.07	12.64
CATALUÑA	7.67	2.98	- 4.69
COM. VALENCIANA	8.23	7.28	- 0.95
EXTREMADURA	-21.94	-8.96	12.98
GALICIA	- 2.51	-0.03	2.48
MADRID	10.40	5.02	- 5.38
MURCIA	- 4.17	-4.83	- 0.66
NAVARRA	- 2.20	3.24	5.44
PAIS VASCO	6.32	-1.70	- 8.02
RIOJA (LA)	- 2.35	-4.80	- 2.45

Source: prepared by authors on basis of data from El País Yearbook 1984.

or that the net inflow figure rose from the first period to the second (Baleares and Asturias). In each of these cases we can speak of a process of population recovery or gain.

A negative indicator implies population loss in some form, either because the Community in question has ceased to experience a net inflow and now experiences a net outflow (Canarias and País Vasco), or because the net inflow has declined (Cataluña, Madrid and Comunidad Valenciana), or because the net outflow has increased (La Rioja and Murcia).

It should be noted that the figures are no more than pointers, since they are calculated in relation to total population. The changes in the percentages for the migratory balance thus do not correspond exactly with the migratory balances, since the basis for the calculation of the percentage changed from one period to the other in that total population changed owing partly to migration and partly to natural growth.

1.4. Labour market

1.4.1. Situation at end 1984

Table 1.13 shows the situation which obtained at the end of 1984 as regards the economically active population, numbers in work and numbers unemployed. The jobless total was 2 869 200, made up of 65.3% men and 34.7% women, while the economically active

TABLE 1.13. POPULATION AGED 16 AND OVER BY AGE, SEX AND ECONOMIC STATUS

AGE GROUPS	POPULATION OF 16+ IN HOUSEHOLDS	ACTIVE POPULATION	EMPLOYED		UNEMPLOYED	INACTIVE POPULATION	POPULATION COUNTED SEPARATELY
			Strict sense	Marginally active			
		1.1. BOTH SEXES ('000)					
TOTAL	27 709.1	13 228.2	10 270.1	88.8	2 869.2	14 183.2	297.8
16 - 19	2 610.2	1 053.9	435.4	10.5	608.0	1 494.0	62.3
20 - 24	3 008.0	1 858.2	1 028.1	13.3	816.8	923.8	226.1
25 - 54	13 000.9	8 292.7	7 010.7	42.4	1 239.6	4 698.8	9.4
55 and over	9 090.1	2 023.4	1 795.9	22.7	204.8	7 066.7	-
		1.2. MALES ('000)					
TOTAL	13 346.9	9 244.3	7 345.2	26.6	1 872.6	3 084.8	297.8
16 - 19	1 348.9	620.9	268.5	5.4	346.9	665.7	62.3
20 - 24	1 588.8	1 057.9	612.5	4.9	440.5	304.9	226.1
25 - 54	6 425.5	6 040.8	5 130.2	7.0	903.6	375.2	9.4
55 and over	3 983.7	1 524.7	1 334.0	9.2	181.5	2 459.0	-
		1.3. FEMALES ('000)					
TOTAL	14 362.2	3 983.9	2 924.9	62.3	996.7	10 378.3	-
16 - 19	1 261.2	433.0	166.9	5.1	261.0	828.3	-
20 - 24	1 419.2	800.3	415.7	8.4	376.3	618.9	-
25 - 54	6 575.4	2 251.9	1 880.5	35.3	336.1	4 323.5	-
55 and over	5 106.4	498.7	461.9	13.5	23.3	4 607.7	-

Source: Survey of the Active Population, National Institute of Statistics, Fourth quarter of 1984.

population totalled 13 228 200, giving an unemployment rate of 21.7%. This represents an increase of more than four and a half points since December 1982, when the figure stood at 17.1%. The unemployment rate differs widely not only as between men (20.3%) and women (25.0%), but also as between the various age groups.

The definitions of the various categories used are given in Appendix 1.

Table 1.14 shows the activity and unemployment rates of the various population categories defined by age and sex (the activity rate being the ratio of the economically active population to the total population aged 16 or over).

The activity rate for the population as a whole (47.7%) has declined in comparison with preceding years: in 1981 and 1982 it was 48.3% and in 1983 48.2%. There is a vast difference between the male and female activity rates (69.3% and 27.7% respectively), albeit there is a gradual increase in the number of women in the labour force. In 1982 the activity rate among women was 14.5%. This increase in the active population is not accompanied by a rise in the employed population and thus implies a rise in female unemployment (from 20.3% in 1982 to 25.0% in December 1984.

As regards activity rates in the different age groups,

TABLE 1.14. ACTIVITY AND EMPLOYMENT RATES BY AGE AND SEX

AGE GROUP	PERCENTAGE OF POPULATION AGED 16 AND OVER		PERCENTAGE OF ACTIVE POPULATION	
	Active	Inactive	Employed	Unemployed
	1.1. Both sexes			
TOTAL	47.7	51.2	78.3	21.7
16 - 19	40.4	57.2	42.3	57.7
20 - 24	61.8	30.7	56.0	44.0
25 - 54	63.8	36.1	85.1	14.9
55 and over	22.3	77.7	89.9	10.1
	1.2. Males			
TOTAL	69.3	28.5	79.7	20.3
16 - 19	46.0	49.4	44.1	55.9
20 - 24	66.6	19.2	58.4	41.6
25 - 54	94.0	5.8	85.0	15.0
55 and over	38.3	61.7	88.1	11.9
	1.3. Females			
TOTAL	27.7	72.3	75.0	25.0
16 - 19	34.3	65.7	39.7	60.3
20 - 24	56.4	43.6	53.0	47.0
25 - 54	34.2	65.8	85.1	14.9
55 and over	9.8	90.2	95.3	4.7

Source: Survey of Active Population, Fourth quarter 1984.

they are higher at all ages among men than among women, but the difference is smallest in the younger groups (and it is in precisely these groups that the female unemployment rate exceeds the male).

It is important to examine the distribution of jobs between sectors of the economy, and to this end we include Table 1.15 (in which the distribution is also shown in terms of sex and type of occupation).

The first point to note is that the largest volume of employment is to be found in service activities (49.3%), followed by manufacturing industry (25.3%) and agriculture (18.0%). The bias towards employment in services is even greater - by a considerable margin - for women than for men. As regards types of occupation, among the marginally active the proportion of employment in agriculture is greater (41.6%) than among those who are employed in the strict sense. If we add to this the fact that women are more strongly represented than men among the marginally active, it emerges that - for example - there are more marginally active women in the service sector (30 700) than there are marginally active men in all sectors taken together (26 600).

Where Table 1.15 shows the distribution of employment by sector, in Table 1.16 we indicate the distribution of the unemployed as a function both of the sector in which they worked before becoming unemployed and of their age.

TABLE 1.15. POPULATION AGED 16 AND OVER IN EMPLOYMENT BY ECONOMIC SECTOR AND SEX

ECONOMIC SECTOR	ALL PERSONS WITH WORK		IN EMPLOYMENT				POPULATION COUNTED SEPARATELY WHO WORK	
			Strict sense		Marginally active			
	N	%	N	%	N	%	N	%
1.1. Both sexes ('000)								
TOTAL	10 371.8	100.0	10 270.1	100.0	88.8	100.0	12.8	100.0
Agriculture	1 869.5	18.0	1 828.0	17.8	36.9	41.6	4.6	35.7
Manufacturing	2 619.9	25.3	2 606.5	25.4	10.6	11.9	2.8	21.7
Construction	766.4	7.4	762.6	7.4	2.4	2.7	1.4	10.8
Services	5 116.0	49.3	5 073.0	49.4	38.9	43.8	4.1	31.8
Unclassified	-	-	-	-	-	-	-	-
1.2. Males ('000)								
TOTAL	7 384.6	100.0	7 345.2	100.0	26.6	100.0	12.8	100.0
Agriculture	1 383.2	18.7	1 366.0	18.6	12.7	47.7	4.6	35.7
Manufacturing	2 112.2	28.6	2 105.8	28.7	3.5	13.2	2.8	21.7
Construction	753.8	10.2	750.3	10.2	2.1	7.9	1.4	10.8
Services	3 135.4	42.5	3 123.0	42.5	8.3	31.2	4.1	31.8
Unclassified	-	-	-	-	-	-	-	-
1.3. Females ('000)								
TOTAL	2 987.2	100.0	2 924.9	100.0	62.3	100.0	-	-
Agriculture	486.2	16.3	462.1	15.8	24.1	38.7	-	-
Manufacturing	507.7	17.0	500.6	17.1	7.1	11.4	-	-
Construction	12.6	0.4	12.3	0.4	.3	0.5	-	-
Services	1 980.6	66.3	1 949.9	66.7	30.7	49.3	-	-
Unclassified	-	-	-	-	-	-	-	-

Source: prepared by authors on basis of Survey of Active Population, Fourth quarter 1984.

TABLE 1.16. UNEMPLOYMENT BY AGE GROUP, SEX AND ECONOMIC SECTOR

ECONOMIC SECTOR	TOTAL UNEMPLOYMENT	AGE GROUPS							
		16 - 19		20 - 24		25 - 54		55 and over	
	N	N	%	N	%	N	%	N	%
1.1. Both sexes ('000)									
TOTAL	2 869.2	608.0	100.0	816.8	100.0	1 239.6	100.0	204.8	100.0
Agriculture	211.3	25.0	4.1	43.8	5.4	107.0	8.6	35.4	17.3
Manufacturing	500.6	31.1	5.1	104.6	12.8	308.5	24.9	56.4	27.5
Construction	437.3	14.9	2.4	56.6	6.9	297.9	24.0	68.0	33.2
Services	601.5	58.3	9.6	168.4	20.6	335.7	27.1	39.0	19.0
Unclassified	1 118.6	478.8	78.8	443.4	54.3	190.6	15.38	5.9	2.9
1.2. Males ('000)									
TOTAL	1 872.6	346.9	100.0	440.5	100.0	903.6	100.0	181.5	100.0
Agriculture	189.3	20.8	6.0	39.0	8.9	95.1	10.5	34.3	18.9
Manufacturing	354.5	13.7	4.0	64.7	14.7	229.8	25.4	46.3	25.5
Construction	432.0	14.6	4.2	55.2	12.5	294.3	32.6	67.9	37.4
Services	334.2	29.2	8.4	77.6	17.6	198.3	22.0	29.1	16.0
Unclassified	562.5	268.7	77.5	203.9	46.3	68.0	9.5	3.9	2.2
1.3. Females ('000)									
TOTAL	996.7	261.0	100.0	376.3	100.0	336.1	100.0	23.3	100.0
Agriculture	22.0	4.2	1.6	4.8	1.3	11.9	3.5	1.1	4.7
Manufacturing	146.2	17.4	6.7	39.9	10.6	78.7	23.4	10.1	43.4
Construction	5.2	.3	0.1	1.3	0.4	3.5	1.0	.1	0.4
Services	267.2	29.1	11.2	90.6	24.1	137.4	40.9	9.9	42.5
Unclassified	556.1	210.1	80.5	239.4	63.6	104.6	31.1	2.0	8.6

The "Unclassified" category includes those who are seeking their first job and who therefore cannot be classified by economic sector.

Source: prepared by authors on basis of Survey of Active Population, Fourth quarter 1984.

In Table 1.16 the category "unclassifiable" includes notably those who are seeking their first job and who thus cannot be assigned to an economic sector.

1.4.2. Recent trends in unemployment

The information given in the preceding section and its tables provides a picture of the current situation. However, this picture would be very misleading unless accompanied by data on recent trends showing the situation as it is developing through time. Accordingly Table 1.17 sets out the figures for the active population, the population in work and the unemployed at four moments in time (December 1981, 1982, 1983 and 1984), thus providing a clear indication of the state of the labour market and, more particularly, of unemployment.

By way of summary, it can be seen that over this period there has been a slight increase in the active population in absolute terms, though not - as we have already seen - in the activity rate. This increase affects women more than men, is found only in the 20-54 age group and relates to the service sector and to those seeking their first job.

With regard to the employed population in the strict sense - which can be taken as an accurate indicator of the volume of employment that exists - it can be seen that over the period there was a net loss of 577 900 jobs, 85% of them held by males. This loss was particularly marked amongst younger people and in the

TABLE 1.17. ACTIVE POPULATION, EMPLOYED POPULATION AND UNEMPLOYMENT, 1981 - 1984
(in thousands of persons)

	DEC 1981	DEC 1982	DEC 1983	DEC 1984	% change 81 - 84
ACTIVE POPULATION					
TOTAL	12 918.9	13 101.1	13 210.1	13 228.2	2.4
Sex					
Males	9 170.3	9 163.1	9 212.3	9 244.3	0.8
Females	3 748.7	3 938.0	3 997.9	3 983.9	6.3
Age					
16-19	1 187.7	1 154.4	1 089.1	1 053.9	- 11.3
20-24	1 746.7	1 809.6	1 815.8	1 858.2	6.4
25-54	7 910.2	8 068.4	8 228.1	8 292.7	4.8
55 and over	2 074.8	2 068.6	2 077.1	2 023.4	- 2.5
Sector					
Agriculture	2 098.0	2 100.1	2 067.5	2 076.2	- 1.0
Manufacturing	3 253.4	3 168.8	3 152.5	3 117.7	- 4.2
Construction	1 300.7	1 278.6	1 281.2	1 202.4	- 7.6
Services	5 518.6	5 667.6	5 760.5	5 713.4	3.5
Unclassified	749.6	886.0	948.5	1 118.6	49.2
EMPLOYED POPULATION (strict sense)					
TOTAL	10 848.0	10 777.7	10 689.1	10 270.1	- 5.3
Sex					
Males	7 833.9	7 702.0	7 604.6	7 345.2	- 6.2
Females	3 014.1	3 075.7	3 084.5	2 924.9	- 3.0
Age					
16-19	629.6	564.1	511.3	435.4	- 30.8
20-24	1 190.8	1 163.4	1 111.2	1 028.1	- 13.7
25-54	7 095.7	7 145.4	7 165.4	7 010.7	- 1.2
55 and over	1 929.9	1 904.8	1 901.2	1 795.9	- 6.9
Sector					
Agriculture	1 947.0	1 949.1	1 908.6	1 828.0	- 6.1
Manufacturing	2 875.3	2 748.4	2 711.1	2 606.5	- 9.4
Construction	945.7	909.8	882.9	762.2	- 19.4
Services	5 079.9	5 170.5	5 186.5	5 073.0	- 0.1
UNEMPLOYED					
TOTAL	1 988.2	2 234.8	2 433.6	2 869.2	44.3
Sex					
Males	1 311.1	1 433.6	1 579.2	1 872.6	42.8
Females	677.2	801.2	854.5	996.7	47.2
Age					
16-19	545.6	579.6	569.5	608.0	11.4
20-24	548.1	633.1	690.1	816.8	49.0
25-54	770.8	880.2	1 019.8	1 239.6	60.8
55 and over	123.5	141.9	154.2	204.8	65.8
Sector					
Agriculture	112.5	112.8	122.9	211.3	87.8
Manufacturing	366.7	411.1	431.6	500.6	36.5
Construction	351.9	363.5	393.3	437.3	24.3
Services	407.3	461.1	537.4	601.5	47.7
Unclassified	749.6	886.0	948.5	1 118.6	49.2

Source: prepared by authors on basis of Survey of Active Population, Fourth quarter, 1981, 1982, 1983 and 1984.

construction sector.

There was a net increase of 881 000 in the unemployment total, bringing it to 2 869 200 by the end of 1984. Of these 1 118 600 were youngsters seeking their first job. These figures make any further commentary superfluous*.

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* When we were putting the finishing touches to this chapter the National Institute of Statistics (INE) issued a preview of the results of the Active Population Survey for the first quarter of 1985. The full figures have yet to be published. From the media coverage of the preview we know that the jobless total increased in the first quarter of 1985 by 55 300, made up of a rise in the active population of 12 800 and the destruction of 42 400 jobs. The total number out of work was 2 924 500. However, there appears to be some slowing-down in the rate of job losses as compared with the same quarter in previous years owing to the relative success of the employment promotion measures - particularly as they affect the young - adopted under the Economic and Social Accord between government, unions and employers.

1.4.3. Youth unemployment

Although the information given in each section has been differentiated by age group, the size and importance of the problem of youth unemployment are such as to justify its separate discussion. Accordingly Table 1.18 sets out the December 1984 figures for the activity and unemployment rates in the 16-19 age group.

It is hardly surprising that over three quarters of all unemployed young people, of both sexes, cannot be assigned to any sector of the economy, since they have not yet worked and are seeking their first job.

At the same time, however, 130 000 of the 608 000 young people without work have at some time had a job in one or other sector of the economy and have since lost it. This indicates that such scarce employment as there is for young people is unstable. Not only do few young people find jobs, those who do so find themselves in a precarious situation as regards their occupational stability. The figures shown in Table 1.19 tend to confirm this hypothesis.

TABLE 1.18. 16-19-YEAR-OLDS - ACTIVITY AND UNEMPLOYMENT RATES ('000) IN DECEMBER 1984

	TOTAL	MALES	FEMALES
Population	2 610.2	1 348.9	1 261.2
Active population	1 053.9	620.9	433.0
Activity rate	40.4 %	46.0 %	34.3 %
Employed population (strict sense)	435.4	268.5	166.9
Marginally active	10.5	5.4	5.1
Employment rate (strict sense)	41.3 %	43.2 %	38.6 %
Unemployed	608.0 (100.0%)	346.9 (100.0%)	261.0 (100.0%)
Unemployment rate	57.7 %	55.9 %	60.3 %
In agriculture	25.0 (4.1%)	20.8 (6.0%)	4.2 (1.6%)
In manufacturing	31.1 (5.1%)	13.7 (4.0%)	17.4 (6.7%)
In construction	14.9 (2.4%)	14.6 (4.2%)	0.3 (0.1%)
In services	58.3 (9.6%)	29.2 (8.4%)	29.1 (11.2%)
Unclassified (not previously employed)	478.8 (78.8%)	268.7 (77.5%)	210.1 (80.5%)

Source: prepared by authors on basis of Survey of Active Population, Fourth quarter 1984.

TABLE 1.19. UNEMPLOYMENT AMONG 16-19-YEAR-OLDS, DECEMBER 1981 TO DECEMBER 1984 ('000)

	DEC 81	DEC 82	DEC 83	DEC 84	%CHANGE 81 - 84
Active population	1 187.7	1 154.4	1 089.1	1 053.9	-11.3
Employed population (strict sense)	6[illegible].6	564.1	511.3	435.4	-30.8
Unemployed	545.6	579.6	569.5	608.0	11.4
Marginally active	12.5	10.7	8.3	10.5	-16.0
Employment rate (strict sense)	53.0	48.9	46.9	41.3	-22.1
Unemployment rate	45.9	50.2	52.3	57.7	25.7

Sourc: prepared by authors on basis of Surveys of Active Population 1981, 1982, 1983 and 1984.

2. THE SPANISH ECONOMY

The following account of Spain's economic situation is founded on a consideration of two basic macroeconomic magnitudes, gross domestic product and total domestic income, and their detailed breakdown.

2.1. Gross domestic product

The structure of Spain's GDP in 1981, by economic sector, is shown in Table 2.1. The overall total of 16 698 773 million pesetas is distributed very unevenly among the various sectors, with the services sector accounting for virtually 60%. At 27.28% the share of manufacturing is less than half that of the service industries, while construction and the primary sector each account for just over 6%. These figures reflect a social and economic structure which is strongly biased towards the tertiary sector. It should be noted that commercial services alone (12.31%) account for very nearly one eighth of GDP, while other services (public, defence, education, health and various) make up virtually a quarter (24.85%).

To provide a background to the current situation we show in Table 2.2 the development of the sectoral makeup of GDP over the period 1973-81. This brings out the changes in the relative importance of the various sectors over this period.

The picture is one of a structural change in output, with a continuing shift towards the service industries and a decline in the primary sector, certain

TABLE 2.1. GROSS DOMESTIC PRODUCT IN 1981, BY SECTOR (Millions of current pesetas)

SECTOR	TOTAL		%
Agriculture and fisheries	1 073 051		6.43
- Agriculture		943 632	5.65
- Fisheries		129 419	0.78
Mining and manufacturing	4 572 535		27.38
- Energy and water		567 093	3.40
- Non-energy mineral extraction and processing; chemicals		847 897	5.08
- Metal processing		1 298 503	7.78
- Other manufacturing		1 859 060	11.13
Construction	1 105 413		6.62
Services	9 947 774		59.57
- Commerce		2 055 752	12.31
- Hotel and catering		833 010	4.99
- Transport and communications		1 129 511	6.76
- Banking and insurance		881 625	5.28
- Residential letting		897 501	5.37
- Other		4 150 375	24.85
Gross domestic product at factor cost	16 698 773		100.00
Depreciation	1 719 612		
Net domestic product at factor cost	14 979 161		

Source: Banco de Bilbao, National Income 1981.

TABLE 2.2. GROSS DOMESTIC PRODUCT AT FACTOR COST BY SECTOR, 1973 - 81 (millions of current pesetas)

SECTOR	1973		1975		1977		1979		1981	
Agriculture and fisheries	451 865	11.60	561 090	9.87	793 559	9.13	966 378	7.54	1 073 051	6.43
Manufacturing	1 240 243	31.84	1 745 360	30.71	2 616 543	30.09	3 582 044	21.94	4 572 535	27.38
Construction	277 716	7.13	502 572	8.84	700 300	8.05	881 582	6.88	1 105 413	6.62
Services	1 924 938	49.42	2 873 985	50.37	4 584 928	52.73	7 388 597	57.64	9 947 774	59.57
GDP at factor cost	3 894 762	100.00	5 683 007	100.00	8 695 330	100.00	12 818 601	100.00	16 698 773	100.00
Net domestic product	3 575 900		5 168 569		7 870 991		11 601 345		14 979 161	

Source: compiled by authors on basis of data from Banco de Bilbao (1973, 1979 and 1981) and National Institute of Statistics (1975 and 1977).

manufacturing industries and construction. This trend has made itself felt throughout the period of economic recession. Measures are needed within the country's economic policy to correct this shift (and in fact certain moves have already been initiated in the area of industrial restructuring), since otherwise there is a danger that our industrial structure will come to parallel that of the developing countries and it will be increasingly difficult to correct the basic imbalances of the Spanish economy.

2.2. Domestic income

As a magnitude net domestic income coincides with net domestic product but conceptually they are quite different. Domestic income is the aggregate of incomes received for the services of the various factors of production, principally labour and capital; in 1981 it amounted to 14 979 161 million pesetas, made up as shown in Table 2.3.

As the Table shows, income from labour represents almost two thirds (65.94%) of domestic income, while income from capital (10.82%) and mixed incomes (20.02%) do not between them account for even one third.

TABLE 2.3. COMPOSITION OF DOMESTIC INCOME 1981 (Millions of current pesetas)

	TOTAL		%
INCOME FROM EMPLOYMENT	9 862 120		65.84
- Agriculture		241 397	1.61
- Fisheries		86 413	0.58
- Manufacturing		3 720 846	24.84
- Services		5 229 087	34.91
- Other		584 377	3.90
MIXED INCOME	3 000 882		20.03
- Agricultural enterprises		561 087	3.75
- Liberal professions and services		831 794	5.55
- Other (inc. self-employment)		1 608 001	10.73
INCOME FROM INVESTMENT	1 620 821		10.82
- Business savings		468 134	3.12
- Interest and dividends		431 318	2.88
- Residential income		721 369	4.82
PUBLIC SECTOR NET INCOME	498 338		3.31
NET DOMESTIC INCOME	14 979 161		100.00
DEDUCTIONS (Non-household income)	-3 825 294		-25.53
OTHER HOUSEHOLD INCOME	2 641 705		17.63
PERSONAL DISPOSABLE INCOME	13 795 572		92.10
PER CAPITA DISPOSABLE INCOME	365 977		

Source: Banco de Bilbao, National Income 1981.

3. THE SPANISH EDUCATION SYSTEM

The current structure of the Spanish education system derives basically from legislation dating from 1970, developed by a series of ministerial orders and decrees and amended by the University Reform Act of 25 August 1983 and the Right to Education Act passed by the Congress of Deputies on 26 March 1984 (and now awaiting the decision of the Constitutional Court).

The various elements making up the system are:

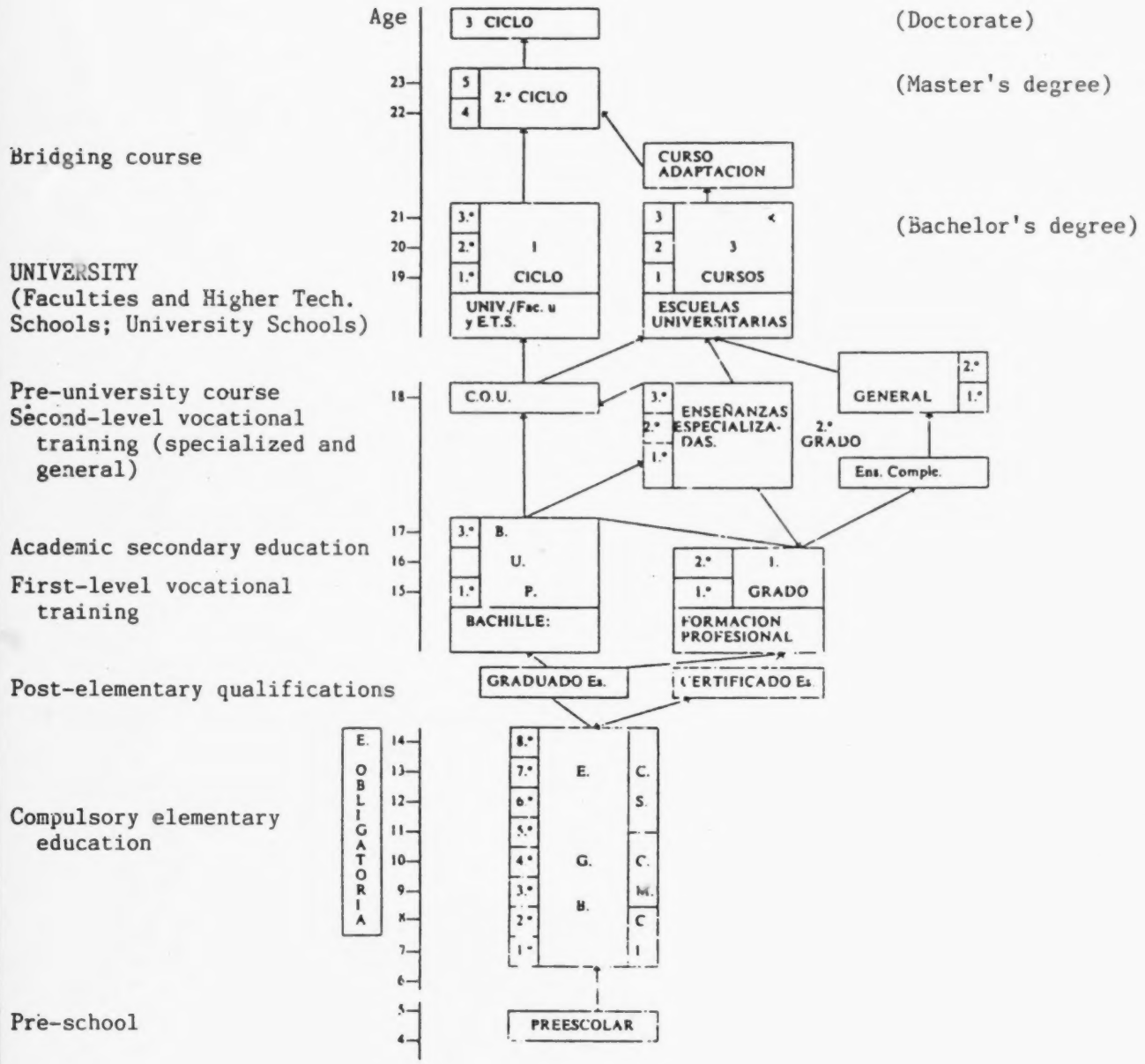
(1) pre-school or nursery education for children aged under six;
(2) a basic course of general education for pupils in the 6-14 age range;
(3) vocational training;
(4) an academic course of secondary education for pupils aged 14-17;
(5) a one-year course of preparation for university studies for 17-18-year-olds;
(6) university studies;
(7) adult continuing education.

The general structure of the system and the links between its various levels are shown in figure 3.1.

3.1. Pre-school education

Pre-school or nursery education for children aged under six is free of charge only in public nursery schools and units, since private establishments do not receive grants at this level. It is not compulsory. Establishments are of three types, catering for the age ranges

FIG. 3.1.- STRUCTURE OF THE SPANISH EDUCATION SYSTEM



0-2, 2-4 and 4-6. The numbers of children receiving pre-school education in 1983-84 at the ages of 2, 3, 4 and 5 are shown in Table 3.1.

3.2. Basic general education

A basic course of general education (Educación General Básica, EGB) is provided for children aged 6-14. Under the legislation it is free and compulsory, albeit in practice it is completely free only in state schools, since not all private schools are grant-aided and there are various levels of grant. This section of the education system was last reformed by Royal Decree 69/1981 (9 January), which divided it into three cycles:

First phase	Initial cycle (years 1 and 2)
	Intermediate cycle (years 3, 4 and 5)
Second phase	Higher cycle (years 6, 7 and 8)

The qualification awarded to those who complete the three cycles successfully is known as the "Título de Graduado Escolar", while those who do not achieve an adequate standard for this qualification receive a "Certificado de Escolaridad" for the time spent in this section of the system. The "Título" entitle the holder to embark on an academic course of secondary education (see section 3.4 below), while those who hold a "Certificado" are entitled only to enter the first level of vocational training. However, pupils who fail to obtain the "Título de Graduado Escolar" have a further opportunity to do so. They have four

TABLE 3.1. CHILDREN IN PRE-SCHOOL EDUCATION (1982-83) BY AGE

	Public sector		Private sector		Total	
Age	Number	%	Number	%	Number	%
2	2 936	0.4	21 087	4.5	24 023	2.0
3	13 038	1.8	73 780	15.8	86 818	7.5
4	280 946	40.1	173 632	36.8	454 578	38.8
5	403 023	57.5	202.620	43.0	605 643	51.7
Total	699 943	100.0	471 119	100.0	1 171 062	100.0

Source: Ministry of Education and Science

TABLE 3.2. SCHOOL PUPILS (1983-84) BY AGE

	Public sector		Private sector		Total	
Age	Number	%	Number	%	Number	%
6	430 677	11.97	234 577	11.53	665 254	11.81
7	441 933	12.28	245	12.08	687 863	12.21
8	438 981	12.20	246 932	12.13	685 913	12.18
9	432 083	12.01	248 275	12.19	680 357	12.08
10	426 101	11.84	246987	12.13	673 088	11.95
11	421 521	11.72	249 395	12.25	679 916	11.91
12	411 815	11.46	248 798	12.22	660 613	11.73
13	395 593	10.99	243 766	11.97	639 026	11.34
14	152 069	4.22	57 183	2.81	209 252	3.71
15	46 751	1.31	13 976	0.69	60 727	1.08
Total	3 597 190	100.0	2 035 819	100.0	5 633 009	100.0

Source: Ministry of Education and Science.

options open to them:

(1) to repeat the final year of basic general education,
(2) to pass the relevant examinations, in not more than two sessions and within one year, at the school where they have received their basic general education,
(3) to follow courses equivalent to those of basic general education at approved adult education centres,
(4) to take the examinations organized by the Directorate General of Basic Education through its Provincial Offices.

The numbers of pupils of each age receiving basic general education in the year 1983-84 are shown in Table 3.2.

3.3. Vocational training

Vocational training is classed as a form of secondary education running in parallel to academic studies. It is currently organized into three levels.

3.3.1. First-level vocational training

First-level vocational training is free and compulsory for those pupils who do not enter an academic secondary course when they complete their basic general education. There are no entry requirements. The aim of the course is to complete pupils' general education and to provide basic knowledge and skills in a given occupational field. The course lasts two years, at the end of which students receive a junior technical qualification (as "Técnico Auxiliar"), and its content is divided into three areas, general studies, theoretical studies relating

to the chosen occupational field, and technical and practical studies.

3.3.2. Second-level vocational training

At this level there is some degree of vocational specialization, and the two-year course is designed to complete a young person's education. Entry is open to students completing the first level of vocational training, supplemented by certain additional studies. Certain branches, however, constitute specialized studies and last three years; here no additional studies are required before entry. Students completing the three-year course of academic secondary education may also enter second-level vocational training. At the end of the course students receive an intermediate technical qualification (as "Técnico Especialista"). The content areas are business-related studies, technical and practical studies and supplementary studies.

3.3.3. Third-level vocational training

This level of training forms part of the university system, with entry through supplementary courses for students completing second-level training or alternatively through the preparatory course for aspiring university entrants (see section 3.5). The qualification envisaged is that of "Técnico Superior Diplomado", but as yet the regulations do not exist for its launch.

The system of access to the various sections of the education system at 14+ and thereafter is shown in

figure 3.2.

3.4. Academic secondary education, 14-17

The general course of academic secondary education for pupils aged 14-17, known as the "Bachillerato Unificado y Polivalente" (BUP), is regulated by Decree of 23 January 1975. Lasting three years, this course continues the general education of pupils completing their basic general education with the qualification "Título de Graduado Escolar"; it does not include vocational training but prepares pupils for entry to university or to the second level of vocational training.

The curriculum includes core subjects, optional subjects and certain technical and practical studies; it is offered at state schools known as "Institutos de Bachillerato" and at private schools which may be classified as approved, recognized or free.

Table 3.3 gives the figures for pupils following BUP courses in the last two years for which official figures are available.

3.5. Preparation for university

The "Curso de Orientación Universitaria" (COU) is designed to act as a bridge between academic secondary education or second-level vocational training on the one hand and university-level studies on the other; as such it aims both to extend the education which students

FIG. 3.2. ROUTES THROUGH THE SPANISH EDUCATION SYSTEM

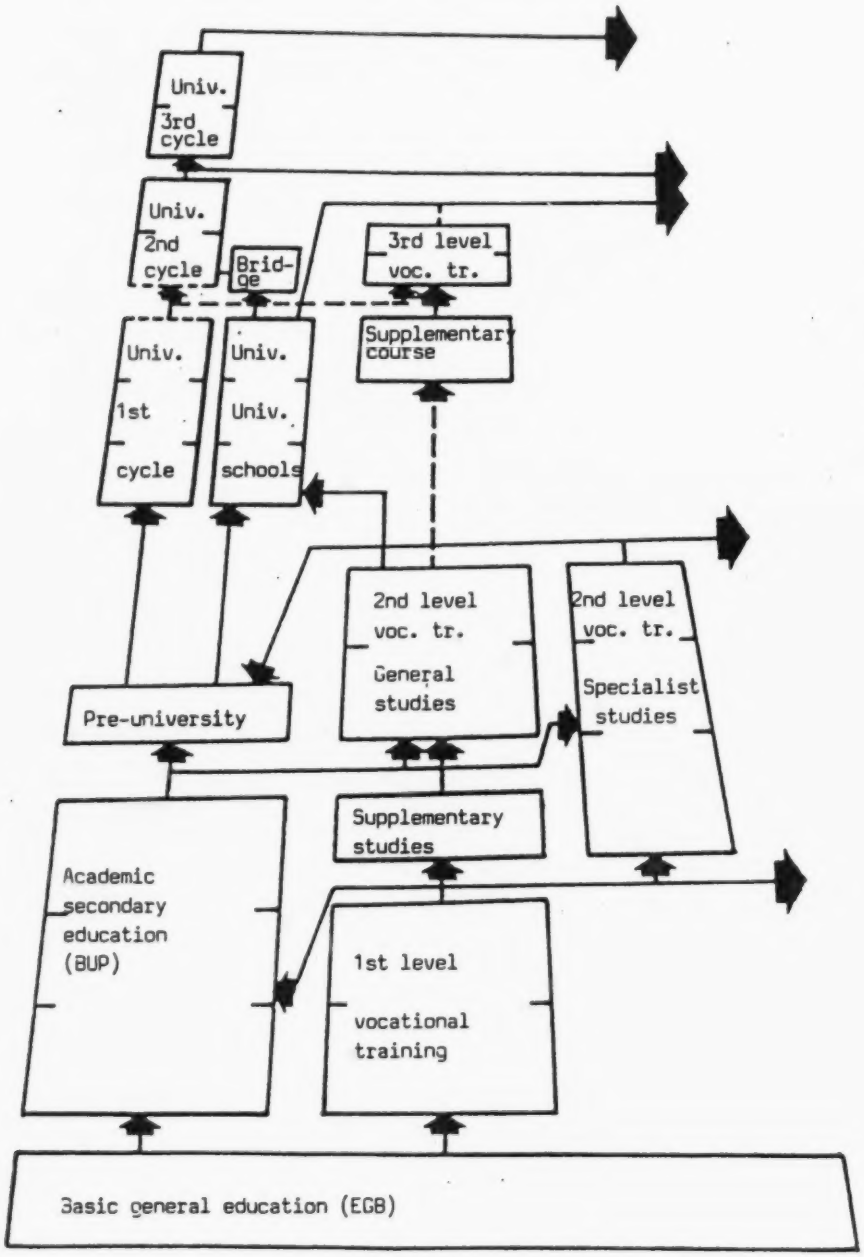


TABLE 3.3. PUPILS IN ACADEMIC SECONDARY EDUCATION (BUP)

Year	Public sector		Private sector		Total
1982-83	564 489	64%	316 853	36%	881 342
1983-84	562 543	64%	313 184	36%	875 727

Source: Ministry of Education and Science.

have already received and to prepare them for the approach to intellectual work characteristic of the university.

The COU, which lasts one year, is provided at the "Institutos de Bachillerato" and at approved private schools which have been given express authorization. Course content comprises a core of common subjects and two options, each of which is designed to prepare more specifically for particular university studies; there are also voluntary subjects and supplementary seminars. In 1982-83 the course was followed by a total of 247 267 students, of whom around 54% were girls and 46% boys.

Having completed the COU it is still necessary to pass certain tests of aptitude before beginning university studies. These tests do not imply a restriction on access to the Faculties, University Schools and Higher Technical Schools, albeit certain of them have to limit numbers in the light of their capacity and the availability of resources.

3.5.1. The reform of secondary education

The prime justification of the planned reform of secondary education relates to the raising of the school leaving age to 16 and to the observation that "there is a high level of frustration among both pupils and teachers, especially in certain areas (in the countryside and the outlying parts of urban areas), leading to a divorce between youth culture (language, values, aspirations, needs and anxieties) and the culture of

the school", to quote from a government report (Ministry of Education and Science: Spain - Development of Education *1981-83, Geneva, October 1984, p. 152).*

The reform plans envisage:

(1) the gradual convergence of academic and vocational courses to form a common course of general education;
(2) the inclusion in this common course of technical and practical elements;
(3) the introduction of remedial and, above all, preventive measures aimed at minimizing educational failure;
(4) the establishment of common standards of quality and level, without prejudice to the country's cultural diversity, geographical and socio-economic requirements etc., in such a way that initial inequalities of opportunity are offset rather than exaggerated;
(5) the introduction of greater flexibility into the education system so that innovation does not require major traumatic change and courses can be progressively adapted to meet social, technical and other requirements;
(6) the intensification of links between the education system and society at large.

To ensure that the planned reform of secondary education develops satisfactorily it was decided to go ahead on the basis of slow and controlled experimentation and diffusion. Accordingly, authorization was given

by Ministerial Order of 30 September 1983 for the trial of new syllabuses in a number of ordinary secondary *schools and objectives* were laid down which pupils following general courses could be expected to achieve in the first two years. This experiment covers thirty schools for the first cycle and a further thirty for the second.

3.6. University studies

University studies are currently regulated by the University Reform Act 1983, which lays down that the functions of a university are:

(1) the development, transmission and critical examination of science, technology and the arts;
(2) preparation for the exercise of professions which require the application of scientific knowledge and methods or for artistic creation,
(3) scientific and technical support for the cultural, social and economic development of Spain and the Autonomous Communities.

In 1984-85 the Universities formulated their Statutes of operation in the framework of the 1983 Act, marking the start of a period in which new curricula will be developed leading to new qualifications to be granted by the Rectors of the Universities in the name of the King.

The Universities are made up of Departments, Faculties and Higher Technical Schools, University Schools and

University Institutes, together with other centres which may be established, among which the University Colleges already have a tradition.

University studies are divided into three successive cycles, leading to qualifications corresponding to some extent with the bachelor's degree ("Diplomado", "Ingeniero Técnico" or "Arquitecto Técnico"), the master's degree ("Licenciado", "Ingeniero" or "Arquitecto"), and the doctorate.

The first two cycles are offered by the Faculties and Higher Technical Schools; the University Colleges offer the first cycle of a university career which then continues in the Faculties; the University Schools provide three-year courses leading to a bachelor's degree which gives access, via a bridging course, to the second cycle of studies in the Faculties and Higher Technical Schools.

The courses leading to a doctorate last two years and involve the application of research methods to a specialized field of study; they culminate in the production of a thesis. Such studies were reformed by Decree of 16 February 1985, which came into effect in October 1985.

Section 363 of the General Education Act 1970 made it possible for those aged over 25 to enter university without meeting the requirements regarding previous

education; however, they must pass the entrance examinations which each university sets for this purpose.

The most recent statistics on numbers in university education are shown in Table 3.4. Figure 3.3 shows the general structure of higher education.

3.7. The vocational training system in detail

The term "regulated vocational training" is used to cover all the courses which are regulated by the Ministry of Education and Science and which are offered in establishments run by the Ministry or by other authorized state or private bodies.

The various branches of vocational training and the occupational fields covered at both first and second level are shown in the following chart.

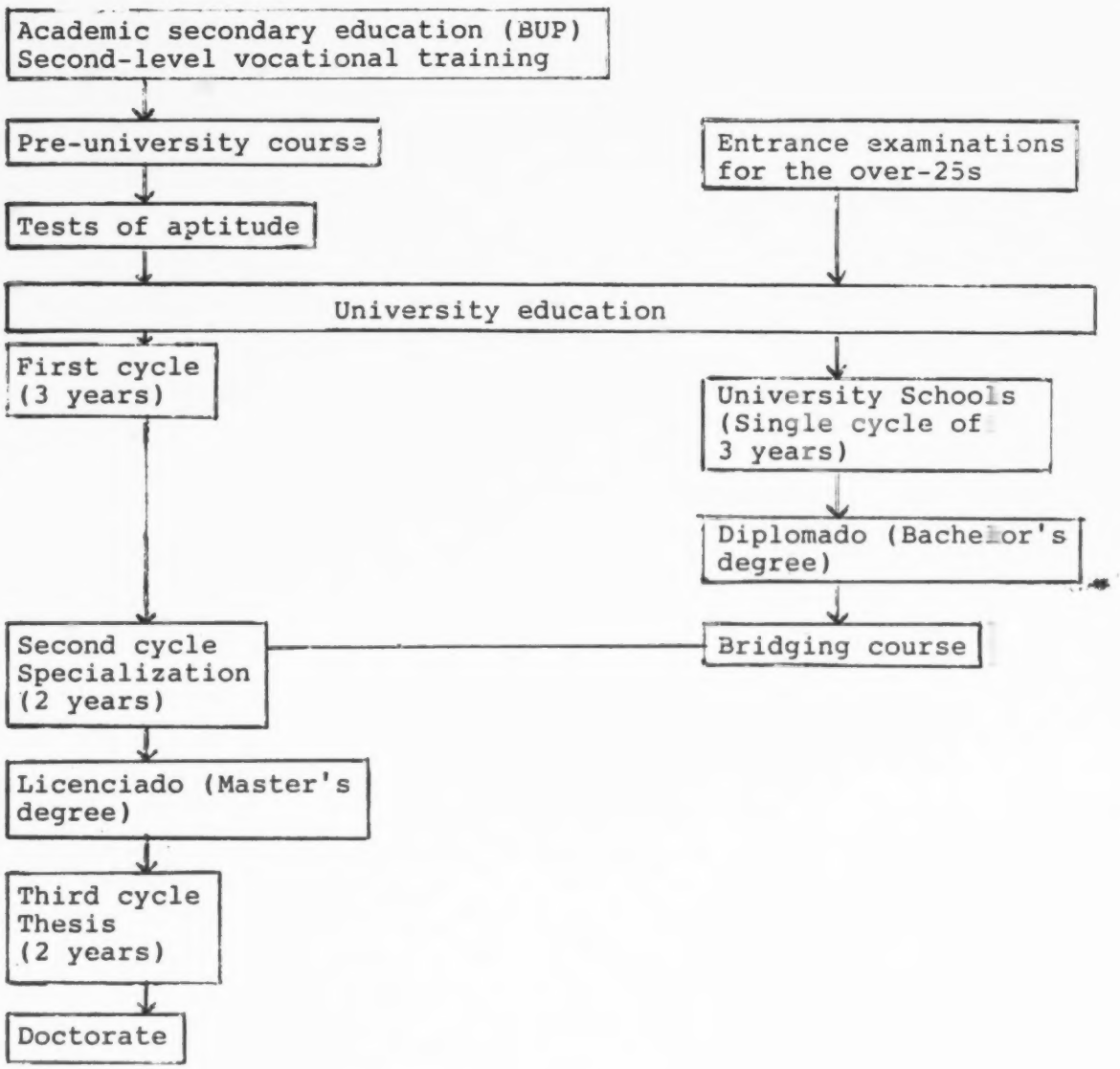
Trials are regularly conducted of programmes for vocational courses not regulated by the Ministry. Such programmes are given a provisional authorization valid for two years, after which they may be included on a definitive basis in the range of studies of establishments requesting this.

TABLE 3.4. UNIVERSITY STUDENTS 1982-83 (ESTIMATED)

Centre	Number of students	% increase over 1978-79
University Faculties	464 600	14.3
Higher Technical Schools	45 800	5.5
University Schools	181 800	6.1
Total	692 200	11.4

Source: Ministry of Education and Science.

FIG. 3.3. STRUCTURE OF HIGHER EDUCATION



BRANCHES OF VOCATIONAL TRAINING	FIRST LEVEL	SECOND LEVEL: GENERAL COURSES	SECOND LEVEL: SPECIALIZED COURSES
Administration and commerce	Administrative Commercial Secretarial	External trade and transport Accountancy	Administrative Secretarial Use of computers in management
Agriculture	Agricultural machinery Livestock farming Intensive farming Extensive farming Forestry Rural home economics Indoor livestock farming		Viniculture Forestry Horticulture Livestock farming Agricultural machinery
Graphic arts	Layout Printing Binding Photomechanical reproduction		Layout Printing Binding Photomechanical reproduction Engraving
Vehicle engineering	Mechanical Electrical		Mechanical and electrical
Construction and works	Bricklaying Stone and marble Cement Reinforced concrete Roofing Stationary and mobile machinery		Plumbing Painting
Drawing and design	Drawing and design		Industrial design Building design
Electrical engineering and electronics	Electrical craft studies Electronics	Switchboard operation and automation	Electrical installations and wiring Industrial electronics Communications electronics Electrical machinery Intrumentation and control Computers and related equipment
Home economics	Home economics		
Tourism and hotel studies	Cookery Services Accommodation	Hotel administration Travel agency work	
Audiovisual	Audiovisual		
Wood crafts	Wood crafts		
Engineering	Mechanical engineering Metal structures	Machine manufacture	Pneumatic and hydraulic machinery Metalworking and structural sheet metal Machine tools Moulding and casting

BRANCHES OF VOCATIONAL TRAINING	FIRST LEVEL	SECOND LEVEL	
		GENERAL COURSES	SPECIALIZED COURSES
Mining	Surface Underground		
Fashion and dressmaking	Fashion and dressmaking		
Maritime studies	Machinery Seamanship (merchant) Seamanship (fishing) Electrical engineering Radio Underwater activities Galley		Naval engineering Electrical engineering Coastal navigation Maritime fishing Naval radiotelephone
Hairdressing and beauty treatment	Hairdressing and beauty treatment		
Leather	Pattern making and cutting Preparation Shoemaking		
Chemistry	Plant operative Laboratory operative	Industrial chemistry Laboratory chemistry	Basic analysis and processes
Health	Practical medical training	Anatomy Pathology Nuclear medicine Laboratory Nursing Radiodiagnosis Speech therapy Audiology Dental prosthesis Radiotherapy	Education of children with severe learning
Textiles	Textiles		Spinning Weaving
Glass and ceramics	Industrial glass Industrial ceramics		

3.7.1. Agricultural training

Vocational training in the area of agriculture has traditionally been the province of the Ministry of Agriculture, albeit university-level courses are the responsibility of the Ministry of Education.

Agricultural training was first regulated in 1951. Since then a series of Ministerial Orders have been implemented in response to the needs identified by the Agricultural Advisory Service, established in 1956.

After the introduction of the General Education Act 1970 the former agricultural skills courses had to be adapted to the Act's provisions, and by Decree of 24 February 1977 the new powers of the Ministry of Agriculture were laid down as regards regulated agricultural training at the first and second levels.

The Ministry of Agriculture, Fisheries and Food continues to be responsible for job-related training in the area of farming as well as for regulated vocational training. The job-related courses are provided by the Agricultural Advisory Service (Servicio de Extensión Agraria, SEA) through its local agencies. Entry to the regulated courses is through the specialized studies at the second level of vocational training and is open to those who have obtained an official qualification as "Capataz Agrícola".

3.7.2. Maritime training

The training of those who wish to make their living at sea is provided at the specialized "Institutos de Formación Profesional Marítimo-Pesquera", run by the Undersecretariat for Fisheries, and at other establishments approved for this purpose. Entry is subject to the normal requirements relating to vocational training. Students completing the first level of vocational training obtain the normal junior qualification ("Título de Técnico Auxiliar") and the relevant maritime qualifications.

3.7.3. First-level studies

As explained earlier, first-level vocational studies last two years, during the second of which students may also undertake practical or work-experience courses (on-the-job training).

The curriculum is divided into three areas:

(1) common general core (Spanish, foreign language, liberal studies, religious or moral studies, physical education, constitutional studies);
(2) applied sciences (mathematics, physics, chemistry, biology);
(3) technical and practical studies (graphic expression and communication, technology, practical work).

3.7.4. Supplementary course

The one-year supplementary course provides a bridge between the first and second levels of vocational

training and is intended to ensure that students are able to profit from second-level work. Those who demonstrate the necessary standards of knowledge, skill and ability may not be required to take the course.

The curriculum is divided into three areas (linguistic, social and anthropological, and scientific), and successful completion of the course provides access to the second level of vocational training, in any branch or specialized area of study.

3.7.5. Second-level studies

Second-level vocational studies last two years in the case of general courses and three in that of specialized courses. Both types of course lead to an intermediate technical qualification ("Título de Técnico Especialista"). The specialized courses require ongoing practical training.

The curriculum of the general courses is divided into three areas:

(1) common general core (foreign language, physical education);
(2) technical and practical studies (technology, practical work, graphic expression);
(3) business-related studies (business organization, finance and administration, health and safety at work, legislation).

3.7.6. Second-level training - specialized studies

The specialized studies curriculum is divided into successive stages, involving the application of knowledge and the development of advanced vocational skills, each of which includes the following areas:

(1) basic education (Spanish, foreign language, liberal studies, religious education (optional), mathematics, physics, chemistry, biology);
(2) extended education (technology, practical work, graphic expression, business organization, finance and administration, health and safety at work, legislation).

On the successful completion of each stage a certificate is issued for the areas of study covered.

3.7.7. Part-time study

In order that those who, for whatever reason, are unable to attend regularly at ordinary educational institutions should also be able to follow courses of study, the possibility exists under Ministerial Order of February 1980 of obtaining the "Técnico Especialista" qualification on a part-time or distance learning basis.

3.7.8. Practical work

Practical work is a key element in vocational training, since the right types and levels of such work are a precondition for the real relevance of the training received to the world of employment. It is precisely

the mismatch between the preparation which the vocational training centres were able to offer in the manufacturing trades and the needs of manufacturing industry which has led to the growth in other areas - clerical, domestic, health, hairdressing etc. - where modern equipment is more easily obtained.

An important step towards solving the problem was the 1984 Social and Economic Accord between the government, the employers' association and the General Workers' Union (UGT), which provides for the participation of employers and unions in the scheduling of new curricula and the practical development of courses. Agreements had already been reached, in 1983-84, between employers and training centres allowing third-year students on second-level courses of vocational training to undertake practical work in 264 firms. Of the students involved, 1 483 were following courses in the health field, 438 in vehicle engineering, 281 in administrative and clerical studies and 153 in electronics and electrical engineering.

In 1984-85, in the framework of the Social and Economic Accord, sixteen provinces signed agreements concerning practical work experience and another twelve were awaiting signature (March 1984). It is estimated that a total of 6 000 students, of the 15 000 following second-level training courses in public training centres, would be able to obtain practical work experience on employers' premises.

It should be added, finally, that one of the government's aims is that students undertaking practical work experience on employer's premises should be paid, and to this end the committee concerned with the Social and Economic Accord has been asked to provide the necessary resources. This is also a measure intended to reduce youth unemployment.

3.8. Vocational training statistics *

The analysis which follows of vocational training statistics is divided into two sections. The first is concerned with Spain as a whole and deals in specific manner with the various aspects selected, while the second looks in greater depth at the basic statistics for the Autonomous Communities which make up the political and administrative structure of modern Spain.

The statistical data will help to illustrate the conclusions detailed thereafter, while the calculation of index numbers enables us to consider the development over time of the aspects concerned.

3.8.1. The institutions

Between 1975-76 and 1982-83 there was a considerable increase - approaching 50% - in the total number

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* The classification into public and private centres has been used in official Ministry of Education statistics since 1980-81. The figures for 1975-76 class the former state centres as public and the former non-state centres as private. This overstates the growth in the public sector between 1975-76 and 1980-81 because in the earlier year the non-state sector included centres run by local authorities, while from 1980-81 onwards such centres have been included in the public sector.

of vocational training centres, but its extent differed sharply as between the public and private sectors. Over this period the public sector grew by 133%, while the private sector grew by only 14%, implying a marked increase in the relative size of the former (from 26.1% of the total number of centres to 41.9%). The figures are shown in table 3.5.

3.8.2. The teachers

Over the period 1975-76 to 1982-83 the teaching force increased by a little over 50%, a rate of growth closely paralleling that shown by the teaching centres. Here again there is a sharp difference in the extent of the growth between the two sectors: over the seven years the public-sector teaching force grew by almost 200%, clearly indicating the vigorous efforts made by the state in this connection, while in the private sector the number of teachers fell by just over 10%. These opposing trends are clearly opening up a gap between the two sectors. The loss of teachers from the private sector becomes even more significant when it is noted that it took place in the first five years of the period under consideration. The details are shown in table 3.6.

A further consequence of the two trends is a near doubling of the relative size of the public-sector teaching force, confirming the growing importance of the state sector. The fact that almost 60% of vocational training teachers are now in the public

TABLE 3.5. NUMBERS OF CENTRES OF VOCATIONAL TRAINING, 1975/76 - 1982/83, BY SECTOR

	Total		Public		Private		Public centres
	Absolute	Index	Absolute	Index	Absolute	Index	as % of total
1975/76	1 631	100	425	100	1 206	100	26.1
1980/81	2 142	131	864	203	1 278	106	40.3
1982/83	2 366	145	991	233	1 375	114	41.9

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

TABLE 3.6. VOCATIONAL TRAINING TEACHING FORCE, 1975/76 - 1982/83, BY SECTOR

	Total		Public		Private		Public sector teaching force as fraction of total	
	Absolute	Index	Absolute	Index	Absolute	Index	%	Index
1975/76	27 743	100	8 546	100	19 197	100	30.8	100
1980/81	36 556	132	19 653	230	16 903	88	53.8	175
1982/83	42 174	152	25 082	293	17 092	89	59.5	193

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

sector is in fact a clearer indication of the extent of state involvement in this field than the figure of 41.9%, given in the previous section, for the proportion of public-sector institutions in the overall total of vocational training centres.

Focusing our analysis on the proportion of women teachers in vocational training, we see that here again there has been a more rapid increase over the period from 1975-76 to 1982-83 in the public sector than in the private centre; however, even at the end of the period the proportion was still higher in private-sector institutions (39·2%) than in those in the public sector (26%). Overall about one third of all teachers in vocational training institutions in 1982-83 were women. The various figures are shown in table 3.7.

3.8.3. The students

The total number of students involved in vocational training has shown a very large increase over the period under consideration, more than doubling between 1975-76 and 1982-83. This demonstrates very clearly the growing importance of vocational studies in recent years in the context of secondary education as a whole.

Once again rather different trends are visible in the public and private sectors. In the former the number of students more than tripled over the seven--year period, with the greater proportion of the

TABLE 3.7 PERCENTAGE OF FEMALE TEACHERS IN VOCATIONAL TRAINING, BY SECTOR

	Teaching force		Public centres		Private centres	
	% F	Index	% F	Index	%	Index
1975-76	27.6	100	18.2	100	31.8	100
1980-81	30.4	110	24.4	134	37.3	117
1982-83	31.3	113	26.0	143	39.2	123

Source: compiled by authors on basis of data from National Institute of Statistics and Ministry of Education and Science.

increase taking place in the first five years (from 1975-76 to 1980-81). In the private sector the increase was much less rapid, amounting to about 50% over the seven years. As these two trends indicate, the percentage of students in the public sector grew between 1975-76 and 1982-83, particularly in the first five years, when the proportion increased by an average of three percentage points each year (from 39.3% to 54.0%). The details are shown in table 3.8.

The proportion of female students in the total grew gradually over the period from 1975-76 to 1982-83, reaching 40.4% in the last year. The private sector achieved both a higher annual rate of increase over the period than the public sector and a higher final figure (51.7% as against 31.4%). The position is shown in table 3.9.

3.8.4. Vocational and academic rolls

Students following vocational courses account for just over one third of all students on vocational or academic secondary (BUP/COU: see sections 3.4 and 3.5) courses. The proportion has tended to increase over the years, having been around the 27% mark in 1975-76. This tendency is explained by the fact that while BUP/COU rolls increased by 35 % over the period from 1975-76 to 1982-83 the number of vocational training students doubled.

If we consider female participation rates in the

types of education, we see that in 1982-83 over 50% of all BUP/COU students were girls. Over the seven--year period the increase in the female participation rate was greater in the vocational than in the academic sector, indicating a trend to sexual equalization in the technical and vocational field.

A more detailed analysis shows that in 1982-83 students in the first year of vocational education accounted for 43.2% of all students of that age in full-time education (i.e. in their first year of vocational or academic (BUP) secondary education), a slight increase, However, the most recent Ministry of Education statistics, for 1983-84, show 252 671 students in their first year of vocational education and 337 172 in the first year of the BUP course; this gives a percentage figure of 42.8%, indicating that the position is tending to stabilize.

If we compare this proportion of first-year students in vocational training (43.2%) with the figures relating to the full age-range of vocational and academic secondary education, we see that the relative roll in vocational training is greatest in the first year. This is a reflection of the fall-off in rolls - due to dropping out - in the successive years of secondary education.

Female participation rates in the first year of vocational and academic secondary education are similar

TABLE 3.8. VOCATIONAL TRAINING STUDENTS, 1975/76 - 1982/83, BY SECTOR

	Total		Public		Private		Public sector students as fraction of total	
	Absolute	Index	Absolute	Index	Absolute	Index	%	Index
1975/76	305 254	100	120 112	100	185 142	100	39.3	100
1980/81	558 808	183	301 673	251	257 135	139	54.0	137
1982/83	650 929	213	362 851	302	288 078	156	55.7	142

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education and Science data.

TABLE 3.9. FEMALE VOCATIONAL TRAINING STUDENTS, 1975/76 - 1982/83, BY SECTOR

	Total		Public sector		Private sector	
	% F	Index	% F	Index	% F	Index
1975/76	28.8	100	21.9	100	33.3	100
1980/81	37.9	132	30.7	140	46.4	139
1982/83	40.4	140	31.4	143	51.7	155

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education and Science data.

TABLE 3.10. FEMALE STUDENTS IN ACADEMIC AND VOCATIONAL EDUCATION, 1975/76 - 1982/83

	BUP/COU		Voc. Tr.		Index nos.		Voc. tr.
	Total	%F	Total	% F	BUP/COU	Voc. tr.	as % of total
1975/76	818 403	48.8	305 254	28.8	100	100	27.2
1980/81	1 091 197	53.5	558 808	37.9	133	183	33.9
1982/83	1 117 600	53.9	650 929	40.4	137	213	36.8

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education and Science data.

to those, cited earlier, for the two sectors in general. This implies that while there is no increase in sexual discrimination it is maintained at the same levels in the first year of vocational and academic secondary education. The various figures are shown in table 3.11.

3.8.5. Qualifications obtained on completion of basic general education

With small variations from year to year, around two thirds of pupils completing their eighth year of basic general education (6-14) obtain the Título de Graduado Escolar (see section 3.2). There is a slight tendency for the proportion to rise.

The position is rather different for boys and girls (though the difference itself does not change over the period under consideration), in that girls are more likely to obtain the Título de Graduado Escolar (the "pass" qualification) and boys the Certificado de Escolaridad (the certificate of attendance). This would indicate that girls derive greater benefit from this level of education than do boys. The figures are set out in table 3.12.

Given that the Título de Graduado Escolar is a condition for admission to academic secondary education (BUP) at 14, it follows that around one third of pupils completing their elementary education must enter a vocational institution; in addition a proportion of those obtaining the Título de Graduado Escolar

choose to go on into vocational rather than academic secondary education.

Another important factor to be borne in mind when analysing admission to vocational training is the drop-out rate at 14 when pupils complete their final year of elementary education. This showed fluctuations over the period from 1975-76 to 1982-83 but in any event indicates shortcomings in an education system which is unable to ensure compliance with the statutory requirement of compulsory schooling up to the age of 16, i.e. the second year of vocational or academic secondary education. The drop-out statistics are shown in table 3.13.

3.8.6. Pupil/teacher ratios

To be anything more than a very rough guide the crude pupil/teacher ratios must be corrected to allow for the existence of part-time staff, and only the corrected figures - which count full-time teachers as one and part-timers as a half - are used in this section. The data on part-time working was available only for the years 1981-83 and 1982-83, and accordingly we refer in what follows only to these years.

In both 1981-82 and 1982-83 the corrected ratio for all institutions was around 18.5 (compared with an uncorrected ratio of 15.5). The figure for centres in the public sector, at 15.65, was 2.8 less than the average and is tending gradually to fall. The

TABLE 3.11. FEMALE STUDENTS IN FIRST YEAR OF ACADEMIC SECONDARY AND VOCATIONAL EDUCATION, 1975/76 - 1982/83

	BUP		Voc. Tr.		Index nos.		Voc. tr.
	Total	%	Total	%	BUP	Voc. tr.	as % of total
1975/76	255 014	50.2	151 991	34.8	100	100	37.3
1980/81	323 118	53.1	235 258	38.3	127	155	42.1
1982/83	327 566		249 009	39.5	128	164	43.3

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education and Science data.

TABLE 3.12. QUALIFICATIONS OBTAINED BY PUPILS COMPLETING BASIC GENERAL EDUCATION, 1975/76 - 1982/83

	Graduado escolar		Certificado escolaridad		Index numbers		Grad. escolar as % of total
	Total	% F	Total	% F	Grad.	Cert.	
1975/76	338 109	51.6	181 216	46.3	100	100	65.1
1980/81	424 747	51.2	224 117	46.7	126	124	65.5
1982/83	463 868	51.4	217 779	45.8	137	120	68.8

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education and Science data.

TABLE 3.13. DROP-OUT RATE AT AGE 14, 1975/76 - 1983/84

	Pupils completing Basic General Education (6-14)	Pupils leaving education at age 14	First-year rolls, BUP and voc. tr.
1975/76 76/77	518 481	90 441 (17.4%)	428 040
1980/81 81/82	650 155	68 863 (10.6%)	581 292
1982/83 83/84	681 647	91 804 (13.5%)	589 843

aggregate figure for private-sector institutions, in contrast, as almost 5.5 above the average (23.86) and is showing a clear tendency to rise. There would thus appear to be a deterioration in the conditions determining the quality of education. The relevant figures are shown in table 3.14.

3.8.7. Student enrolment by branch of training

In 1982-83 administration and commerce and electronics and electrical engineering accounted between them for 58% of students registering for vocational training. In terms of student numbers they were followed by engineering, vehicle engineering, drawing and design and health, each of which accounted for between 5% and 10% of the total.

An analysis of the trends followed by the various specialities shows that those which have an index number in excess of the average for Spain (337) in the academic year 1982-83 (with respect to 1975-76) are:

1. Hairdressing and beauty treatment: 3 518.4
2. Health: 751.6
3. Vehicle engineering: 644.1
4. Electronics and electrical engineering: 396.3
5. Engineering: 373.5

while those whose index number is below the average are:

6. Administration and commerce (277.0)
7. Drawing and design (256.7)
8. Tourism and hotel studies (249.6)
9. Textiles (237.5)

TABLE 3.14. STUDENT/TEACHER RATIO IN VOCATIONAL TRAINING, CORRECTED TO TAKE ACCOUNT OF PART-TIME TEACHING

	Corrected ratio			Student numbers			Corrected teaching force		
	All centres	Public centres	Private centres	All centres	Public centres	Private centres	All centres	Public centres	Private centres
1981/82	18.63	16.32	22.69	619 090	345 809	273 281	33 237	21 194.5	12 042.5
1982/83	18.45	15.65	23.86	650 929	362 851	288 078	35 281	23 182	12 072

Source: compiled by authors on basis of Ministry of Education and Science data.

10. Graphic arts (237.1)
11. Chemistry (221.8)
12. Wood crafts (207.8)
13. Fashion and dressmaking (170.6)
14. Leather (164.3)
15. Agriculture (121.5)
16. Mining (71.4)
17. Construction and works (17.6)

In the case of the last two branches of training listed, not only is their index number far below the national average, they have actually witnessed a fall in student numbers over the seven-year period.

We are unable to give an index figure for the "home economics" branch of training since we lack the figures for 1975-76, but student numbers in this speciality showed a sharp increase between 1979-80 and 1982-83.

Table 3.15 shows absolute and relative student numbers in each branch of training.

3.8.8. Repeating years

In the aggregate of vocational training institutions the phenomenon of students repeating a year of their course is considerably commoner in the second year of the two years of first-level vocational training than in the first year. The divergence is found in both public- and private-sector institutions but is wider in the latter; indeed, it is commoner for

TABLE 3.15. STUDENT NUMBERS IN BRANCHES OF VOCATIONAL TRAINING

	1975-76		1979-80		1982-83	
	Number in branch	% of total	Number in branch	% of total	Number in branch	% of total
Administration/Comm.	81 793	42.4	192 096	37.3	226 573	34.8
Agriculture	8 403	4.4	9 113	1.8	10 211	1.6
Graphic arts	1 260	0.7	2 606	0.5	2 988	0.5
Vehicle engineering	7 890	4.1	38 009	7.4	50 820	7.8
Drawing and design	13 830	7.2	40 670	7.9	35 507	5.5
Electrical engineering and electronics	38 237	19.8	114 717	22.3	151 515	23.2
Tourism and hotel	1 453	0.8	1 994	0.4	3 626	0.6
Wood crafts	2 274	1.2	3 556	0.7	4 726	0.7
Maritime fishing	-	-	2 116	0.4	2 979	0.5
Engineering	14 447	7.5	64 371	12.5	53 955	8.3
Fashion/dressmaking	1 515	0.8	1 781	0.3	2 585	0.4
Mining	112	0.1	90	0.0	80	0.0
Hairdressing/beauty	685	0.4	5 039	1.0	24 101	3.7
Leather	392	0.2	758	0.1	644	0.1
Chemistry	3 248	1.7	8 977	1.7	7 205	1.1
Textiles	139	0.1	359	0.1	330	0.1
Health	4 483	2.3	19 615	3.8	33 695	5.2
Audiovisual	-	-	775	0.2	1 870	0.3
Glass and ceramics	-	-	67	0.0	131	0.0
Home economics	-	-	7 757	1.5	22 421	3.4
Construction	1 734	0.9	169	0.0	306	0.0
Viniculture	60	0.0	-	-	-	-
Other	5 007	2.6	-	-	3 213	0.5
Without specific regime	-	-	-	-	318	0.0
Not branch	6 166	3.2	-	-	11 139	1.7
TOTAL	193 128	100.0	514 635	100.0	650 929	100.0

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

students to have to repeat either year of their course in the private than in the public sector (see table 3.16).

When considering the numbers of students repeating the different years of the second level of vocational training a distinction should be made between the two types of course - general and specialized - in order to produce a differentiated picture.

In the general course of second-level vocational training it is commoner for students to repeat the second of the two years than the first; the difference - for all institutions taken together - is little more than one percentage point but is greater in the public sector. However, it should be noted that overall the proportion of students repeating a year of their training is lower at the second than at the first level of vocational training (see table 3.17).

In the three-year courses of specialized studies which also form part of second-level vocational training a similar tendency is visible, in that it is commoner for students to repeat their final year than either of the first two years; there is little difference between the first two years as regards repetition rates. The difference in repetition rates between the second and third years of the course is much more marked in the private sector, where

TABLE 3.16. NUMBERS OF STUDENTS REPEATING YEAR OF FIRST-LEVEL VOCATIONAL TRAINING COURSE (1982/83) BY SECTOR

	First year		Second year	
	Absolute	%	Absolute	%
All centres	15 368	6.2	19 396	10.5
Public sector	13 113	9.7	13 039	14.0
Private sector	2 255	2.0	6 357	7.0

Source: compiled by authors on basis of Ministry of Education and Science data.

TABLE 3.17. NUMBERS OF STUDENTS REPEATING YEAR OF SECOND-LEVEL VOCATIONAL TRAINING COURSE (GENERAL, 1982/83) BY SECTOR

	First year		Second year	
	Absolute	%	Absolute	%
All centres	149	2.3	117	3.6
Public sector	133	3.9	111	6.7
Private sector	16	0.5	6	0.4

Source: compiled by authors on basis of Ministry of Education and Science data.

the number of students repeating their third year is almost three times the number repeating the second (see table 3.18).

The situation as regards students repeating years of study in the different sectors and levels of vocational training is summarized in table 3.19.

3.8.9. Statistics on vocational training in the Autonomous Communities

Now that we have considered the overall situation of vocational training in Spain we must go on to look in greater detail at the current position in the Autonomous Communities which constitute the contemporary Spanish state. By considering the similarities between the different Communities in the educational sphere on the one hand and the significant differences which exist on the other an appreciation can be gained of this country's inherent idiosyncrasy and diversity in this and other matters.

3.8.9.1. Numbers of institutions

The numbers of vocational training institutions in the various Autonomous Communities in the years 1975-76, 1980-81 and 1981-82 are shown in table 3.20.

There are five Communities which show a break in the overall trend in 1981-82, i.e. the number of institutions ceases to increase and actually falls in 1982-83. The Communities concerned are Cantabria,

TABLE 3.18. NUMBERS OF STUDENTS REPEATING YEAR OF SECOND-LEVEL VOCATIONAL TRAINING COURSE (SPECIALIST, 1982/83) BY SECTOR

	First year		Second year		Third year	
	Absolute	%	Absolute	%	Absolute	%
All centres	4 174	5.1	3 660	5.3	4 916	10.1
Public sector	3 431	6.5	2 913	7.0	3 537	11.7
Private sector	743	2.5	747	2.8	1 379	7.5

Source: compiled by authors on basis of Ministry of Education and Science data.

TABLE 3.19. NUMBERS OF STUDENTS REPEATING YEARS OF VOCATIONAL TRAINING COURSES (1982/83) BY LEVEL AND SECTOR

	All levels*		First level		Second level		Second level (General)		Second level (Specialist)	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%
All centres	48 281	7.4	34 764	8.0	13 016	6.2	266	2.7	12 750	6.4
Public sector	36 724	10.1	26 152	11.5	10 125	7.8	244	4.8	9 881	8.0
Private sector	11 557	4.0	8 612	4.2	2 891	3.6	22	0.5	2 869	3.8

* The totals for the various levels do not sum to the "all levels" figure since they do not include students repeating bridging courses (e.g. to the pre-university course) which are regarded as forming part of the vocational training system.

Source: compiled by authors on basis of Ministry of Education and Science data.

TABLE 3.20. CENTRES OF VOCATIONAL TRAINING BY AUTONOMOUS COMMUNITY, 1975/76 - 1982/83

	1975-76	1980-81	1982-83
ANDALUCIA	263	315	332
ARAGON	66	75	85
ASTURIAS	48	60	70
BALEARES	22	30	33
CANARIAS	37	50	48
CANTABRIA	41	47	48
CASTELLANO-MANCHEGA	70	85	87
CASTILLA Y LEON	170	182	189
CATALUÑA	275	437	474

	1975-76	1980-81	1982-83
CEUTA Y MELILLA	4	5	5
EXTREMADURA	49	66	58
GALICIA	105	148	143
LA RIOJA	21	25	23
MADRID	120	160	269
MURCIA	34	69	85
NAVARRA	24	36	42
COMUNIDAD VALENCIANA	152	191	224
PAIS VASCO	130	161	151
TOTAL	1 631	2 142	2 366

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

Extremadura, Galicia, La Rioja and País Vasco. The significance of this fact can be assessed correctly only with the help of an analysis of the trend in student enrolments between the two years which will enable us to decide whether or not there has been a loss of educational quality at this level in the Communities concerned.

The index numbers show clearly that the Autonomous Communities with a rate of increase in the number of institutions significantly higher than the average for Spain as a whole (145) are: Murcia (250), Madrid (224), Navarra (175) and Cataluña (172). Those whose rate of increase is significantly below the national average (specifically, below 120) are: Extremadura (118), Cantabria (117), País Vasco (116), Castilla-León (111) and La Rioja (110).

3.8.9.2. Student numbers

The spectacular increase in the demand for vocational training, broken down by Autonomous Community, is shown in table 3.21. An important fact to emerge is that only one Community (La Rioja) experienced a fall in rolls between 1980-81 and 1982-83 and in no case was there a reduction in student numbers between 1975-76 and 1982-83.

The trends which marked the period under investigation and which are revealed by the index numbers involve increases which are most pronounced in Murcia (378),

TABLE 3.21. VOCATIONAL TRAINING STUDENTS BY AUTONOMOUS COMMUNITY, 1975/76 - 1982/83

	1975-76	1980-81	1982-83
ANDALUCIA	49 129	87 399	98 943
ARAGON	8 882	16 345	20 016
ASTURIAS	12 737	16 850	19 321
BALEARES	3 638	7 777	9 025
CANARIAS	7 769	18 593	19 345
CANTABRIA	5 651	9 685	11 283
CASTELLANO-MANCHEGA	11 100	19 654	21 615
CASTILLA Y LEON	26 470	42 265	46 938
CATALUÑA	50 412	107 758	123 480

	1975-76	1980-81	1982-83
CEUTA Y MELILLA	607	1 195	1 442
EXTREMADURA	7 270	10 765	11 520
GALICIA	18 322	30 982	27 323
LA RIOJA	3 627	6 668	6 502
MADRID	33 791	61 059	87 139
MURCIA	6 054	17 495	22 866
NAVARRA	5 564	9 424	11 162
COMUNIDAD VALENCIANA	21 721	47 393	53 806
PAIS VASCO	32 510	47 591	49 044
TOTAL ESPAÑA	305 254	558 808	650 770

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

Madrid (258), Canarias (249), Baleares (248), Comunidad Valenciana (248) and Cataluña (245) and least pronounced in Extremadura (158), Asturias (152) and País Vasco (151); the average for Spain as a whole is 213.

The Communities with the largest numbers of students in the year 1982-83 are Cataluña, Andalucía and Madrid, which account between them for almost 50% of the national total.

3.8.9.3. Pupil/teacher ratios

Pupil/teacher ratios can serve as a rough indication of the quality of the education provided at this level. It should be noted, however, that it has been impossible to correct the figure to take account of part-time working, as was done when we considered the country as a whole, owing to the absence of information at the official or private level regarding the extent of part-time working in the Autonomous Communities. As a consequence, and in the light of our earlier conclusions, we can expect that in those regions where a large proportion of the teaching force work in the private sector (in which part-time working is more common) the ratio we calculate will be rather lower than the real figure based on full--time equivalents: our analysis of the situation must therefore be somewhat cautious.

Student/teacher ratios in the Autonomous Communities in the year 1982-83 show relatively little variation:

the lowest figures are found in Galicia and Castilla--La Mancha (13.2) and the highest in Murcia and Navarra (17.7), the difference between them being 4.5. The ratio is also low in Extremadura (13.5), while the third highest is found in Canarias (17.5). The details are shown in figure 3.22.

If we use the index numbers to trace the changes which took place between 1975-76 and 1982-83, we see that three Autonomous Communities stand out from the rest in that their student/teacher ratios remained approximately similar over a period when the figure for the country as a whole was rising sharply (by 40%). They are: Baleares (101), Madrid (110) and Extremadura (111). The Communities which suffered the largest deterioration in the ratio were Ceuta y Melilla (212), Cantabria (170), Murcia (165) and Andalucía (164), implying a significant erosion of the conditions which sustain the quality of education.

Over the last three years (from 1980-81 to 1982-83) of the seven-year period under consideration the national student/teacher ratio remained virtually unchanged (the index numbers for 1980-81 and 1982-83 being 139 and 140 respectively). The Autonomous Communities which showed a marked rise (with no indication of stabilization) between 1980-81 and 1982-83, as measured by the index numbers (1975-76 = 100) are: Cantabria (from 151 to 170), Ceuta y Melilla (from 191 to 212), Madrid (from 101 to 110) and

TABLE 3.22. STUDENT/TEACHER RATIOS IN VOCATIONAL TRAINING BY AUTONOMOUS COMMUNITY, 1975/76 - 1982/83.

	1975-76	1980-81	1982-83
ANDALUCIA	9.8	15.9	16.1
ARAGON	10.3	13.9	13.9
ASTURIAS	11.5	14.1	13.8
BALEARES	14.3	14.7	14.5
CANARIAS	13.4	18.4	17.5
CANTABRIA	9.8	14.8	16.7
CASTELLANO-MANCHEGA	9.6	13.4	13.2
CASTILLA Y LEON	10.2	14.6	14.8
CATALUÑA	9.8	15.5	14.9

	1975-76	1980_81	1982-83
CEUTA Y MELILLA	6.6	12.6	14.0
EXTREMADURA	12.2	12.4	13.5
GALICIA	9.8	13.2	13.2
LA RIOJA	11.1	14.7	15.2
MADRID	15.2	15.4	16.7
MURCIA	10.7	16.8	17.7
NAVARRA	11.6	17.5	17.7
COMUNIDAD VALENCIANA	13.0	16.2	16.0
PAIS VASCO	12.4	16.0	16.4
TOTAL ESPAÑA	11.0	15.3	15.4

Source: compiled by authors on basis of National Institute of Statistics and Ministry of Education data.

Extremadura (from 102 to 111). Of these, Madrid and Extremadura were two of the Communities which maintained a roughly constant student/teacher ratio over the whole seven-year period.

The Communities where the ratio shows a fall between 1980-81 and 1982-83 are Canarias (from 137 to 131), Cataluña (from 158 to 152), Asturias (from 123 to 120) and Baleares (from 103 to 101). This may indicate a certain change of direction in these regions as regards this variable.

4. ADULT CONTINUING EDUCATION

4.1. Academic education

The types of course covered by the heading of adult continuing education are regulated by Decree of 1973. In practice such courses have been developed virtually entirely at the level of basic general education (see section 3.2), their purpose being to teach literacy skills and to prepare participants for the Título de Graduado Escolar and the Certificado de Escolaridad. They are provided in adult continuing education centres. However, both public and private bodies are involved with initiatives which offer other opportunities.

The Ministry of Education plans to issue a "White Book" which will serve as the basis for a reform of the regulations governing adult continuing education, bringing it more into line with current needs.

In this context of formal adult education mention must also be made of the courses provided by the Centro Nacional de Educación Básica a Distancia (CENEBAD) and the Instituto Nacional de Bachillerato a Distancia (INBAD), two Ministry of Education bodies providing distance learning courses at the primary and secondary levels respectively, both of which cover the whole of the country. A similar function is carried out by Radio ECCA, Gran Canaria, whose courses are officially recognized under a special statute, despite its private origin.

The official statistics on adult basic education are shown in table 4.1.

A further type of adult education - directed this time at early school-leavers - comprises the courses of "compensatory education", initiated in 1983 with a grant provided as part of the State Budget together with payments from the National Institute of Employment (INEM). These courses have the double function of preparing 14-15-year-olds who are no longer at school for employment and of completing their basic education.

4.2. Job-related vocational training

Job-related training - "formación profesional ocupacional" - is the name given to those types of training which are provided outside the academically regulated framework and whose purpose is to prepare participants for particular jobs. A large part of such training is in the hands of the National Institute of Employment, an autonomous body attached to the Ministry of Labour under Royal Decree of 16 November 1978.

INEM brought together the Vocational Training Centres run by the Franco régime's trade union organization under a Law of 6 November 1940. While this Law was repealed by the Law on Trade Unions of 16 February 1971 the trade union organization retained its powers in this area until the Decree of 21 July 1972, which integrated the vocational training centres into the

TABLE 4.1. NUMBERS OF ADULTS COMPLETING COURSES OF BASIC GENERAL EDUCATION (1983/84)

	Men	Women	Total
Título de Graduado Escolar	27 016	26 222	53 238
Certificado de Escolaridad	16 806	10 345	27 160
Total	43 822	36 576	80 398

Source: Ministry of Education and Science.

education system.

The legal foundations for job-related training are laid down in Chapter IV of the General Law on Education of 1970, whose section 45 reads:

"The Ministry of Education and Science shall promote, plan and supervise the education of adults, without prejudice to the responsibilities of the Ministry of Labour regarding the training and retraining of workers in response to the requirements of employment and social development policy or to those of the Ministry of Agriculture regarding the agricultural training and advisory services."

Other relevant legislation includes the Workers' Code (Law of 10 March 1980) and the Employment Law of 8 October 1980. Section 11 (5) of the Workers' Code refers to on-the-job training and work experience, section 17 (4) is concerned with vocational qualifications, and sections 22 and 52 deal with training leave. Section 14.1 of the Employment Law lays down that: "In connection with the employment promotion programme the National Institute of Employment shall establish an annual programme of job-related vocational training with the function of providing, free of charge, appropriate training for those seeking to enter the world of employment or, already being in employment, to acquire new skills or attain a higher level of vocational specialization." Section 43

of the same Law states that it is the job of INEM to "promote the training of workers, in the framework of employment policy, by providing appropriate opportunities for the up-dating, up-grading or reorientation of knowledge and skills."

The Social and Economic Accord signed by the Government, the employers' associations and the General Union of Workers in October 1985 also states, in Chapter VI, that INEM will step up its activities in the area of job-related training.

INEM provides job-related training in permanent centres, mobile units and modular or provisional construction centres. In 1982 the permanent centres totalled 44; ten were in construction and a further 17 planned. The numbers of courses provided and persons trained are shown in table 4.2.

Many of the courses are provided in conjunction or collaboration with firms and institutions: the relevant figures are shown in table 4.3.

Classifying the trainees by level reveals the preponderance of initial training, which accounted in 1982 for 62.8% of all trainees (see table 4.4).

Classification by economic sector demonstrates the preponderance of service industries, followed by manufacturing (table 4.5).

As regards geographical distribution, the greatest concentration of trainees and courses is found in Andalucía, Cataluña, Madrid and Valencia, while the greatest proportion of trainees per teacher is found in Aragón and Baleares (fig. 4.6).

Job-related training work carried out by the Institute in 1982 was programmed to fit the policies and objectives determined on the basis of the forecasts of training needs in 1982. It was formalized in the Job-Related Training Plan, whose implementation took place through the following programmes:

TABLE 4.2. NATIONAL INSTITUTE OF EMPLOYMENT COURSES AND STUDENTS, BY TYPE OF CENTRE

	1978	1979	1980	1981		1982		% change 81-82	
	Students	Students	Students	Courses	Students	Courses	Students	Courses	Students
Permanent	15 135	14 716	14 544	1 537	21 898	2 120	33 066	77.9	51.0
Modular and mobile	49 916	44 308	40 958	2 843	42 009	3 434	53 419	20.8	27.2
Total	65 051	59 024	55 502	4 380	63 907	5 554	86 485	26.8	35.3

Source: National Institute of Employment.

TABLE 4.3. TRAINEES ON JOB-RELATED COURSES, BY TRAINING MODE (direct/in conjunction with employers/in collaboration with employers)

	1981	1982	Change	%
Direct	37 704	44 844	7 140	18.9
Conjunction	23 856	21 147	-2 709	-11.3
Collaboration	2 347	20 494	18 147	773.2
TOTAL	63 907	86 485	22 578	35.3

Source: National Institute of Employment

TABLE 4.4. TRAINEES ON JOB-RELATED COURSES, BY LEVEL

	1981	1982	Change	%
Initial	32 493	54 320	21 827	67.2
Advanced	25 787	26 270	483	1.9
Retraining	2 331	1 148	-1 183	-50.7
Adaptation	410	674	264	64.4
Tec. Esp.	2 886	4 073	1 187	41.1

Source: National Institute of Employment.

TABLE 4.5. TRAINEES ON JOB-RELATED COURSES, BY ECONOMIC SECTOR

Agriculture	9 299	8 961	- 338	3.6
Manufacturing	19 989	30 302	10 313	51.6
Construction	4 039	4 053	14	0.3
Services	30 580	43 169	12 589	41.2
TOTAL	63 907	86 485	22 578	35.3

Source: National Institute of Employment.

TABLE 4.6. NATIONAL INSTITUTE OF EMPLOYMENT COURSES AND STUDENTS BY AUTONOMOUS COMMUNITY

COMMUNITY	COURSES	STUDENTS	STUDENTS/COURSE
ANDALUCIA	938	13 819	14.7
ARAGON	443	9 379	21.2
ASTURIAS	150	1 970	13,1
BALEARES	61	1 280	21.0
CANARIAS	152	2 374	15.6
CANTABRIA	64	915	14.3
C.-LEON	455	6 164	13.5
C.-LA MANCHA	238	3 257	13.7
CATALUÑA	721	11 252	15.6
EXTREMADURA	129	1 938	15.0
CALICIA	456	6 856	15.0
MADRID	722	11 858	16,4
MURCIA	136	2 239	16.5
NAVARRA	116	1 789	15.4
LA RIOJA	45	563	12,5
VALENCIA	506	7 971	15.8
PAIS VASCO	222	2 861	12.9
TOTAL	5 554	86 485	15.4

Source: National Institute of Employment.

- Youth Training Programme
- Unemployed Workers' Training Programme
- Employed Workers' Training Programme.

4.3. Distance training*

All distance-studies training in the vocational field currently available in Spain is provided by the private sector.

Distance learning began in Spain in 1903 in Valencia, where the Escuelas Libres de Ingenieros offered a range of technical courses by correspondence. Since that time private distance-learning institutions have provided vocational training courses which, while they do not enjoy official recognition, have reached large numbers of people.

Private distance-learning centres are currently governed by Royal Decree 2641 of 12 December 1980 and Ministerial Order of 13 July 1981; they come together in the National Association of Centres for Distance Learning (ANCED). Currently there are some 80 centres serving around 150 000 students.

The areas in which there is greatest demand and the largest numbers of students are: electronics, radio,

* The information given in this section was supplied by the National Association of Centres for Distance Learning (ANCED).

computer studies, accountancy, child care, dressmaking and tailoring, beauty treatment and vehicle engineering.

From time to time private training centres enter into agreements with public and private undertakings for the training of their staff, and in 1983 an agreement was signed between the National Institute of Employment and ANCED for the training of young people on work experience contracts. Agreements had earlier been made with the Ministry of Labour for the provision of some 12 000 grants to Spanish emigrants in Europe, and of other grants to the physically handicapped, through the Spanish Institute of Emigration (IEE) and the Recovery and Rehabilitation Service for the Handicapped (SEREM) repectively.

Total investment in private institutions is estimated at some 2 000 million pesetas; the cost of the distance training courses they provide varies between 35 000 and 50 000 pesetas.

"Popular universities"

In common with certain other European countries Spain has a network of "popular universities". Dating from the early part of the century (1903, Valencia), they were recently reorganized from 1979. In February 1985 there was a total of 54 such institutions, most of them located in towns with less than 10 000 inhabitants and areas of cultural deprivation.

The "popular universities", which receive financial support from local authorities, have both permanent and variable staffing to accommodate courses and needs. Their function is:

- to promote social awareness, solidarity and critical sense in the country's citizens,
- to facilitate the changes in habit, conduct and attitude necessary to eliminate personal, social and professional obstacles to citizens' involvement in the life of the country;
- to facilitate the acquisition of the knowledge needed to understand and deal with everyday reality,
- to facilitate the development of personal and group skills and the development of all modes of expression.

These goals are sought through courses ranging over such areas as literacy and basic culture, cooperative development, art, literature and so on. In 1984 a total of 1 828 courses were attended by a total of 46 589 participants; their total cost was over 772 million pesetas.

According to information provided by the Training Secretariat, the General Union of Workers provided a total of 537 training courses in 1984; of these, 72 were grant-aided by the National Fund for the Protection of Labour. Details on course content and length and numbers of participants are given in table 4.7.

TABLE 4.7. COURSES PROVIDED BY THE GENERAL UNION OF WORKERS (UGT)

		Basic law	Business finance	Identity and strategy of UGT	Practical elements of union action	Productivity	Collective bargaining	Health and safety	Union elections	Salaries and payrolls	Responsible teams	Basic skills	Other	TOTAL
Local unions	Courses	75	31	35	3	14	15	6	6	29	3	2	47	266
	Participants	2 917	625	582	50	232	271	84	63	427	63	24	966	6 304
	Hours	2 266	518	616	40	320	192	49	41	314	56	40	860	5 312
State industry federations	Courses	63	28	35	4	1	8	35		14	7	3	73	271
	Participants	1 952	627	801	39	9	138	731		289	167	48	2 223	7 024
	Hours	1 632	643	744	40	16	120	464		184	178	80	784	4 885
	Courses	138	59	70	7	15	23	41	6	43	10	5	120	537
	Participants	4 869	1 252	1 383	89	241	409	815	63	716	230	72	3 189	13 328
	Hours	3 898	1 161	1 360	80	336	312	513	41	498	234	120	1 644	10 197

Source: prepared by authors on basis of information supplied by the Training Secretariat.

5. THE HISTORY OF VOCATIONAL TRAINING IN SPAIN

Until the beginning of the present century the Spanish economy was dominated by agriculture and technical and vocational training was in the hands of the guilds and professional associations whose function was to initiate apprentices into the world of work through a process of training at the workplace.

Mention should be made, however, of the work of certain religious organizations which included vocational training among their educational activities. Notable in this connection were the Salesians, who set up the Vocational Schools of Arts and Crafts, the first of which was established in 1886 at Sarriá, Barcelona, where the founder of the order, Juan Bosco, lived. The programmes of study had a maximum length of five years.

The first attempts to establish a state system of vocational training are to be found in the Statutes of 1924 and 1928. The second of these set up a network of centres to meet the training needs of workers which resulted from the process of reindustrialization following World War I. Seeking to accommodate both the craft tradition and the requirements of manufacturing the Statute established both Elementary and Higher Schools of Labour and Schools for Craftsmen and Masters. The courses were given at times which fitted in with the working day.

In the republican period (1931-36) little was accomplished in the area of vocational training, though the courses were transferred from the Ministry of Labour to the Ministry of Education. February 1932 saw the establishment of the Directorate General for Vocational and Technical Education with the job, among other things, of updating and developing the Statute of 1928, a task which it did not complete. The lack of a clear policy on vocational training is explained by the lack of a coherent ongoing economic policy planning for the future. Vocational training got lost in the bureaucracy of the Ministry of Education and fell victim to its lack of resources.

Following the civil war (1936-39) Spain entered a period of political and economic isolation. World War II, however, stimulated a measure of industrial development entailing a need for training. Over this period only the Franco régime's trade union organization was involved in any significant activity: in 1940 it ran six centres, rising to 70 in 1950.

The Law on Secondary and Vocational Education of 16 July 1949 established a five-year course of technical or vocational education, then extended by two years at a higher level together with a final examination, as a response to the training needs of the middle class associated with the world of technology and work. The areas of specialization were manufacturing and mining, fishing and seamanship and

agriculture, with administration and commerce added to the list at a later date. An idea of the scale of activities is given by the figures for participation shown in table 5.1.

The 1955 Law on Industrial Training sought to promote vocational training as part of the general system of education. Despite this the Ministry of Labour, which had earlier established various vocational training centres in collaboration with the Labour Friendly Societies, set itself up as the creator of a network of "Labour Universities" providing vocational training courses in addition to technical courses of a more academic nature. In 1971 there existed 17 "Universities" of this type, with over 17 000 students.

The 1955 Law also gave rise to the Schools of Preapprenticeship, Apprenticeship and Industrial Craftsmanship, which have since become National Vocational Training Centres and Polytechnic Institutes. The courses were funded through a levy on employers (Decree of 8 January 1954), which was reduced by 75% in the case of employers providing certain specific types of training for their workforce. The Law distinguishes various stages of training: (1) preapprenticeship, in accordance with statutory provisions on vocational preparation at the primary level (1945 Law on Primary Education); (2) apprenticeship, i.e. the training of workers at the craftsman level; (3) training at the

TABLE 5.1. NUMBERS OF STUDENTS FOLLOWING THE FORMER "BACHILLERATO PROFESIONAL" COURSE

Year	Agriculture	Manuf./ mining	Maritime/ fisheries	Administrative	Total
1950/51	524	168	28	0	720
1960/61	9 462	5 376	1 064	7 476	23 378
1965/66	16 225	11 476	1 284	20 781	49 796

Source: compiled by authors.

master craftsman level; and (4) advanced training.

As well as the Ministry of Education and the Ministry of Labour, a number of other bodies were concerned with vocational training for young people and adults: the Ministry of Agriculture, the Subsecretariat for the Merchant Navy, the trade union organization, the armed forces, the Church and various private bodies.

The Trade Union Office of Accelerated Vocational Training, set up in 1957, established a series of centres, under the Ministry of Labour, at which workers were trained in very specific fields by means of short and intensive courses. The work of the Office focused initially on the construction industry but later extended to other sectors, and by the beginning of the 1970s it had eleven centres. As part of the first Economic and Social Development Plan the Ministry of Labour launched, in April 1964, the Workers' Vocational Development Programme (PPO) with a series of clearly job-related courses provided on a peripatetic basis; no permanent centres were established. A major part of the Programme was provided in collaboration with the Army (the Army Vocational Development Courses, PPE).

By 1974 training had been given to 184 078 persons under the PPO, broken down as follows: agriculture, 16 275; services, 19 495; manufacturing, 120 129.

Up to 1964 the Overseers' Schools (Escuelas de Capataces) were the only body providing technical and vocational training in the area of agriculture. That year saw the establishment by the Ministry of Agriculture of the Agricultural Advisory Service in an endeavour to promote the development of skills and knowledge in this sector. Private initiative in this area was later to be brought together in the Agricultural Domestic Schools and the Rural Domestic Colleges.

The 1970 General Law on Education sought to integrate technical and vocational studies into the educational system, albeit this objective was not fully realized. Section 40.1 of the Law laid down that "The purpose of vocational training is to train students for the exercise of their chosen occupation; in its organization and activities it must maintain a close association with current and forecast patterns of employment."

The Decree of March 1974 regulating vocational training set out provisions regarding the organization and legal framework of this sector of education. Its basic principles remain in force pending the planned general reform of secondary education.

First-level vocational training was introduced on an experimental basis in 1971-72 and was placed on a permanent footing in 1975-76; at that time there were still courses concerned with industrial craftsmanship, however, and this led to some confusion.

6. POWERS AND RESPONSIBILITIES IN VOCATIONAL TRAINING

The delimitation of powers and responsibilities between central/government and local is a contentious subject in Spain, as in many other countries, and debate continues between decentralization and centralist inertia. Rather than analyse the various conflicts of authority which have arisen since the construction of the new state we shall set out the current legal situation in Spain. We shall not take account of legislation now before the Constitutional Court - such as the Law on the Right to Education - which could affect the substance of this section.

The Spanish Constitution - the "law of laws" in the national legal framework - includes various sections which refer, either explicitly or as they are interpreted, to fundamental aspects of education. They underlie the manner in which powers are shared between central government and the Autonomous Communities, with education not being the exclusive province of either but a "shared responsibility".

The Articles of the Constitution which refer to the exclusive powers of the State (i.e. central government) are as follows:

Art. 27.1: Everyone has the right to education. The freedom of education is recognized.

Art. 27.8: The public authorities shall inspect and approve the education system with a view to ensuring compliance with the law.

Art. 149.1 The State shall have exclusive powers regarding:

1. The regulation of the basic conditions which guarantee the equality of all citizens in the exercise of their rights and the accomplishment of their duties under the Constitution;

13. The basis and coordination of the general planning of economic activity;

30. The regulation of the conditions on which academic and vocational qualifications are obtained, issued and approved and of basic standards for the development of Article 27 of the Constitution with a view to ensuring the accomplishment of the obligations of the public authorities in this area;

31. Statistics for State purposes.

From these articles it may be deduced that the exclusive powers of the State in the area of education (including vocational training) cover:

a. explicitly, the substance of Article 149.1.30 of the Spanish Constitution;

b. all standards developed to protect Article 27 of the Constitution (the Law on the Right to Education forms part of this development);

c. conditions which secure the right and duty of knowledge of the Castilian language;

d. the general structure of the Spanish education system, the purpose being to secure implementation

of Article 149.1.1 of the Constitution. Accordingly it is the job of the State to regulate:

- levels, ages of transfer and types of course,
- duration of compulsory school attendance,
- admissions requirements,
- establishment of minimum standards,
- establishment of minimum requirements for teaching institutions;

e. educational planning to the extent that it forms part of general economic planning (Art. 149.1.31 of the Constitution);

f. educational statistics for State purposes (Art. 149.1.31 of the Constitution);

g. The Senior State Inspectorate: on the basis of Article 27.8 of the Constitution, and following the reference to this institution in the Statutes of Autonomy of País Vasco and Cataluña, the State felt it necessary to protect its exclusive powers in this area through Royal Decree of 6 March 1981.

In addition it is the State which takes part in international relations in general, including in the area of education. It also governs and administers State institutions. Finally, the establishment of standards for coordination, distribution, payment and conditions of employment of staff is also considered to be an exclusive responsibility of the State.

One of the topics which have given rise to the greatest disputes has been the interpretation of the establish-

ment of minimum standards by the State. The purpose of this is to ensure the unity of the general organization of the education system, but it is seen by some Autonomous Communities as exceeding the State's powers. The view of the Constitutional court was that minimum standards were needed to ensure educational equality among the country's citizens, that they required the establishment of minimum timetables, and that content of the courses required to attain the minimum standards should be determined by the establishment at State level of "objectives for thematic blocks".

We turn now to the powers and responsibilities of the Autonomous Communities, considering first the two Articles of the Constitution which refer specifically to this question:

Art. 148.1: The Autonomous Communities may assume powers in the following areas:
17. The promotion of culture, research and, where appropriate, the teaching of the language of the Autonomous Community;

Art. 149.3: Matters not attributed expressly to the State by this Constitution may be assigned to the Autonomous Communities in virtue of their respective Statutes. Responsibility for matters not assumed by the Statutes of Autonomy shall fall to the State, whose jurisdiction shall prevail, should conflict arise, over that of the Autonomous Communities in all matters not attributed to the

latter's exclusive responsibility.

Because it is the various Communities' Statutes of Autonomy that determine how (and whether) each Community exercises the powers and responsibilities that are not exclusive to the State, those powers and responsibilities may vary substantially in certain respects from one Community to another. While we do not propose to make a detailed analysis of the sitaution in the 18 Communities, it is possible to summarize the powers generally reserved to them in the educational field, notably in the case of the six Communities whose powers are most extensive (Cataluña, País Vasco, Galicia, Andalucía, Comunidad Valenciana and Canarias).

The fundamental powers and responsibilities of the Autonomous Communities in the field of education, including vocational training, relate to:
a. the development and approval of curricula, study programmes etc. to complement the "minimum standards" laid down by the State;
b. the administration, establishment and modification of public educational institutions;
c. the approval of textbooks and teaching materials relating to the complementary curricula etc. for which the Autonomous Community is responsible (see a.);
d. the promotion of the teaching of the language of the Autonomous Community (as laid down in Article 148.1.17 of the Constitution);
e. the appointment, transfer, promotion and professional

development of the staff of educational institutions and the organization of examinations as required for this purpose;

f. the management, selection, provisional adjudication and resolution of applications and appeals under the current system of study grants and assistance. The State controls part of the process;

g. processing and reaching decisions on record dossiers in connection with the granting of full subsidies;

h. the development and execution of programmes of investment in buildings and equipment in the framework of the general economic policy of the State;

i. the submission to the State of "statements of public interest" (compulsory land purchase and raising taxes and loans for the construction of schools and colleges);

j. the promotion of initial and advanced teacher training (power shared with the State);

k. the promotion of educational research (power shared with the State);

l. the control of information systems (power shared with the State).

A possible third level of responsibility is that of local government, i.e. the municipalities. However, these bodies have powers only in respect of pre-school and elementary (basic general) education, and such restricted powers as they have do not relate to educational issues. Local authorities thus have no powers in respect of vocational training.

A number of agreements between the government and employers' and trade union organizations include points relating to vocational training and adult education. The most recent Social and Economic Accord, signed in October 1984, refers explicitly in article 16 to vocational training. In this article the parties agree:

I.a. to establish a General Council for Vocational Training, on a tripartite basis, which will take over the functions hitherto assigned to the Coordinating Committee for Vocational Training and responsibility for the job-related training provided by the National Institute of Employment;

I.b. to entrust to the General Council the task of elaborating a National Programme of Vocational Training (covering both regulated and job-related training) and of updating that programme on a regular basis;

I.c. to propose measures to improve vocational guidance at the school and university level;

I.d. to monitor the execution of the National Programme.

The parties also agreed to carry out a study of basic occupations in the light of technolgoical development, to develop collaboration with a view to facilitating work experience on employers' premises for vocational training students, to encourage the introduction of new technologies and to organize as effectively as possible the job-related training provided by the National Institute of Employment.

7. FUNDING

In this section on the funding of vocational training in Spain we distinguish two aspects of the theme, looking first at the volume of public spending on education in general and vocational training in particular and second at the various routes along which both private and public funding are channelled.

7.1. Public spending on vocational training

Various problems arise when we seek to make a reliable estimate of public spending on vocational training: firstly, this is not an area in which the Ministry of Education and Science has exclusive power, and a range of ministries and autonomous bodies attached to them have in their budgets spending items relating to various types of vocational training; secondly, the arrangement of the National Budget, which since 1984 has been structured around cost centres rather than functions, makes it very difficult to keep track of all the items relating to vocational training; and thirdly, where Autonomous Communities have assumed powers in the educational field the funds transferred to them by central government are not allocated under the various functional headings but are instead grouped under the heading of Territorial Entities: this means that we must examine the budget of each Community in order to calculate the amount devoted to vocational training.

The complexity of the situation, with its problems

and changes, and the fact that the Autonomous Communities' institutions are in many cases not yet firmly established and in any event differ in their responsibilities from one Community to another, means that we must abandon at the outset any pretence that we can provide exhaustive and concrete information. An optimistic estimate of the length of time needed to quantify exactly public spending on vocational training is not less than two years, even assuming the Autonomous Communities' budgets have been published (as yet not the case).

Making allowance for these difficulties we now go on to offer some indicators of public spending on vocational training, pointing out the possible shortcomings in each case.

Table 7.1 shows public spending on vocational training (Programme 094 in the National Budget) over the period 1981-85 by all the Ministries and autonomous bodies concerned.

A number of comments need to be made regarding these figures. Firstly, the trend they show is distorted by the fact that it was over this period that the transfer of powers in the educational field to the Autonomous Communities began, with the result that funds destined for vocational training ceased to be shown in the Budget under this heading but instead appeared, as has already been noted, under the heading of

TABLE 7.1. PUBLIC SPENDING ON VOCATIONAL TRAINING AND ACADEMIC SECONDARY EDUCATION, 1981-1985
(millions of current pesetas)

Year	Vocational training	BUP and COU	Total
1981	42 710	65 657	108 367
1982	51 415	68 651	120 066
1983	56 037	38 386	94 423
1984	51 580	59 400	110 980
1985			103 800

Source: Ministry of Finance, National Budget 1981, 1982, 1983, 1984 and 1985.

NB The total figure for secondary education is not divided into vocational and academic sections for the year 1985.

Territorial Entities. The order of magnitude of these transfers is difficult to establish for each of the Communities with educational powers, but as an indication the Generalitat (autonomous government) of Cataluña included in its budget for 1983 the sum of 10 542 million pesetas under the heading "Vocational and Artistic Courses".

Secondly, the point must be made that it is the Ministry of Education and Science, together with the autonomous bodies attached to it, that accounts for by far the largest part of the spending: in 1981 its share was about 98%, though this proportion is tending to fall both because of the increasing involvement of other ministries and bodies and because of the accelerating transfer of responsibilities in the educational sphere. In 1984, for example, of the 51 580 million pesetas devoted to vocational training 80% (41 295 million) came from the Ministry of Education and Science and 20% (10 285 million) from the Ministry of Labour and Social Security through the National Institute of Employment (INEM).

A third consideration is the relative volume of spending on vocational training within the overall budget of the Ministry of Education and Science and its autonomous bodies. In 1981 spending on vocational training represented 8.7% of the total amount budgeted (400 176 million pesetas), making it the fourth largest item after basic general education (47.12%), university

education (13.28%) and academic secondary and pre-university education (BUP/COU) (13.20%).

If we now take account of the relatively small share of the Ministry of Education and Science in the National Budget (15.7% in 1981, 11.0% in 1983 and 8.1% in 1985) we can complete our picture of the volume, in both absolute and relative terms, of public spending on vocational training by central government and its autonomous bodies. We must stress, however, that the figures are significantly depressed to the extent that they do not include spending by the Autonomous Communities on education in general or vocational training in particular.

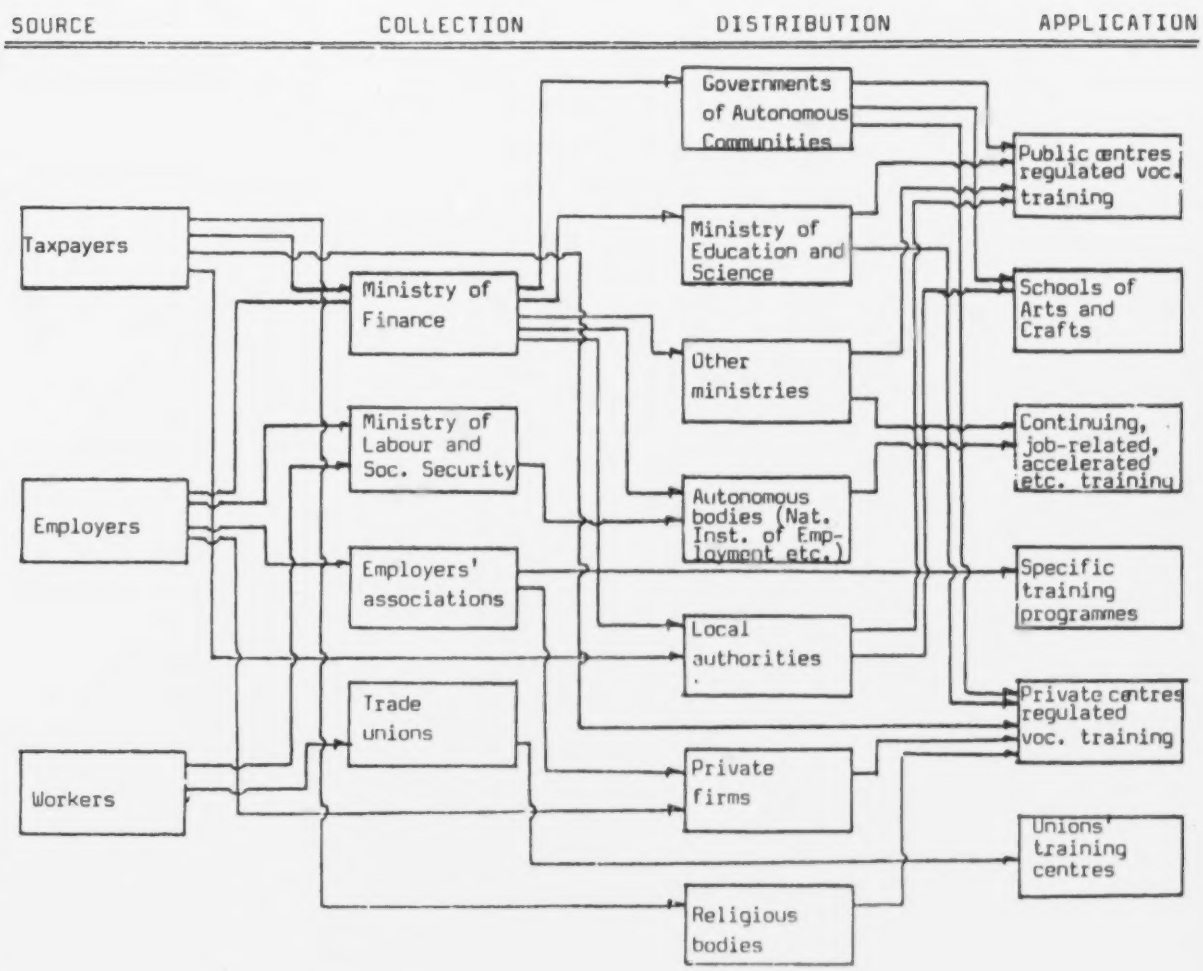
7.2. The flows of funds

The task of charting the flows of funds into vocational training, in both the public and the private sectors, is an extraordinarily complex one owing to the multiplicity of levels and situations to be found in this field. This complexity derives in large part from a historical situation of weak organization, with a multiplicity of agencies with powers and responsibilities in the area of vocational training; a further factor is the inadequate definition of its aims and methods which has generally dominated the picture over a long period.

In figure 7.1 we chart the principal flows at four stages in the process, namely their source, collection,

Figure 7.1

FLOWS OF FUNDS IN VOCATIONAL TRAINING



distribution and application; the diagram covers both public and private sectors and includes the more important of the non-regulated courses as well as the regulated courses.

The complexity of the diagram depicts the situation briefly described above (and in greater detail in other sections of this report); it reflects the inter-dependence which exists in that situation, since there are no watertight compartiments either in the source of the funds or in their distribution and application. In fact the division between public and private centres, while clear enough administratively, is by no means clear from the financial viewpoint, since the private centres depend in large measure in their operation on public funding through the system of grants, to which they are entitled on the basis of the legal provision governing free and compulsory schooling for the population of school age.

Moreover the transfer of powers from central government to the Autonomous Communities is neither an instant nor a nationally uniform process, and this necessitates a duplication of bodies, at both central government and Autonomous Community level, working at the same time, and sometimes in the same geographical areas, in the various sectors of vocational training.

It is in the field of non-regulated training that the greatest overlapping of initiatives and responsi-

bilities, at the various levels, is to be found. This produces a heterogeneous situation characterizedby conflicts of interest and failures to take action as a result of successive evasions of responsibility by the bodies concerned. In particular, the field of continuing training, though it is of the greatest importance to workers, employers and government alike, has been simply ignored by bodies with responsibility for education, necessitating direct intervention by other bodies whose basic function is not educational.

The fundamental features of this complex situation can be discerned in figure 7.1.

SUMMARY

The particular configuration of the Spanish state resulting from the 1978 Constitution implies the existence of a confused situation, at least until the completion of the development of autonomous institutions in the 18 Communities. The situation is particularly complex in the area of administrative powers and responsibilities, and the ceilings on such powers and responsibilities, in the various Autonomous Communities.

In the demographic field it must be remembered that Spain's population is very irregularly distributed across the national territory, with high densities in the areas where industry - services or manufacturing - is most highly developed and ongoing depopulation in some others. The age structure of the population is tending to move from a triangular to a rectangular shape as a result of a falling birth rate and rising expectation of life. The Autonomous Communities are, of course, affected in different ways on account of their individual population structures.

Between 1950 and 1981 the population of Spain grew by about 85%, and growth over the period 1950-2000 is forecast to be 46% higher than that of the rest of the European Community.

With regard to the labour market, the figure for unemployment at the end of the first quarter of 1985 was just short of three million (2 295 500), i.e. over

20% of the economically active population (21.7% in December 1984). The most recent figures indicate a deceleration in the rate of job losses, most notably among the young, owing to the employment promotion measures deriving from the Economic and Social Accord. Youth unemployment in December 1984 stood at about 58%, and of these 79% had never been employed.

Gross domestic product in 1981 stood at 16 698 773 million pesetas, of which service industries accounted for 59.6%, manufacturing 27.4%, construction 6.6% and agriculture 6.4%. Over the years there has been a slow but continuous trend towards service industries, whose relative importance has grown at the expense of the remaining sectors; agriculture has been the sector showing the greatest decline.

Vocational training in Spain suffers from a fundamental initial disadvantage, namely the subsidiary position which it occupies in the general structure of the education system. This situation has been aggravated by the sector's relative neglect by the government, which has found itself obliged to concentrate its efforts on the rapid growth occurring throughout the 1970s in academic secondary and university education.

This general neglect is accompanied by a lack of interest on the part of society, which sees vocational training as the educational option for those who do not successfully complete their elementary education,

and on the part of industry, which believes that it does not provide an adequate preparation for today's jobs and that its content is not geared to industry's needs. It should also be said that the economic situation, with the poor job prospects which face young people, has also played a part in bringing vocational training into disrepute.

The government has on various occasions recognized the need for closer cooperation with the world of work in planning course content and developing the occupational profiles which guide vocational training. With few exceptions, industry's needs in terms of occupational profiles differ widely from those which vocational training seeks to produce.

The lack of planning in the labour field, and the consequent lack of clear employment forecasts, has allowed vocational training to continue to concentrate on sectors which are currently saturated (such as administration and commerce) and on skills which are obsolete. Other sectors currently in expansion or of basic importance to the economy are not widely represented among vocational training students, as the statistics show.

The example presented by the BUP courses and classical academic studies in general has permeated vocational training, so that theory is given preeminence over practice instead of technology being seen as combining a need for thought with the acquisition of technical

skills. It is for this reason that calls are increasingly being made for the amalgamation of the first two years of the BUP (secondary academic) course with first-level vocational training with the aim of providing 14-16-year-olds with a broad education combining arts, sciences and technology.

Another of the intrinsic problems facing vocational training is the lack of teaching resources appropriate to preparation for the contemporary world of work. Certainly it would be difficult, and perhaps impossible, for training centres to be provided with the kind of advanced equipment required by manufacturing industry; this problem could, however, be alleviated by the establishment of closer links between industry and education.

Such closer links between industry and education are faced with the problem that first-level vocational training begins at the age of 14 and it is not legally possible for pupils to play a part in the world of work until they are 16. The junior technical qualification (Título de Técnico Auxiliar) achieved on completing the course is difficult to reconcile with employment legislation which prohibits full-time employment until the age of 18. It is therefore vital that compulsory education should continue until the age of sixteen and that vocational specialization should not begin until after sixteen.

In the area of funding two aspects may be distinguished, namely the total volume of public spending on vocational training and the flows of funds into the sector. It is virtually impossible to estimate total spending owing to the transfer of powers to the Autonomous Communities and the way in which these transfers are accommodated in the budgets both of central government and of the Autonomous Communities. A cursory examination of the figures nevertheless reveals the small volume of spending on vocational training, reflecting a long tradition of undervaluing the vocational sector both in the overall education system and in Spanish society at large. The situation with respect to the flows of funds is an extremely complex one owing to the scanty institutional definition of the various levels, especially in the non-regulated sector, leading to the involvement of many different agencies.

At the same time the development of the institutions of the Autonomous Communities involves a temporary duplication, at central government and Autonomous Community level, of the responsibilities and activities of administrative bodies.

Finally, it must be remembered that the public and private sectors are linked through the mechanism of the subsidies to the private schools and colleges, adding a further complication to the pattern of possible financial flows.

APPENDIX I (TO CHAPTER 1)

DEFINITIONS

The figures in Chapter 1 relating to the labour market all refer to the number of persons who, on average, find themselves in the particular situation in the period under consideration, using for the increases the population half way through the period referred to.

From the viewpoint of "economic activity" the population may be grouped as follows:

Population aged 16 and over
- Active population
  - Employed
    - Employed in strict sense
    - Marginally employed
  - Unemployed
- Inactive population
- Population counted separately
  - Working
  - Not Working

In accordance with the recommendations of the ILO the marginally active are included within the working population in employment: "those persons who carry out work for reward, whether in cash or in kind, over all or part of the reference period, even if only for one hour" are regarded as being employed. Further details may be found in the "Manual de Definiciones, Instrucciones y Normas de Codificación" of the National

Institute of Statistics (Madrid, 1976).

The category of the employed in the strict sense comprises:

a. persons who, in the week in question, worked at their employment, this being on a permanent basis, and who accordingly received remuneration in cash and/or kind;

b. persons who, despite having employment on a permanent basis in the week in question, carried out other work outside that employment, whether or not they received remuneration for that other work;

c. persons who, having employment on a permanent basis, were temporarily absent from that employment in the week in question owing to:

- illness or accident,
- a labour dispute,
- holiday or other form of leave,
- absence without leave,
- the interruption of work for such reasons as bad weather and equipment breakdown,
- other causes;

d. persons who carried out temporary or seasonal work, for which they received remuneration in cash and/or kind, in the week in question and who have worked for at least one third of the normal working day for the past three months;

e. persons who, while declaring themselves to be inactive, carried out some form of paid work or activity in the week in question and who have worked for at least one third of the normal working day for the

past three months. Unpaid family workers are assigned to this category if they have worked for at least one third of the normal working day for the past three months.

The marginally employed include:
a. persons who, despite declaring themselves inactive, performed some form of paid activity or work in the week in question and who have worked for less than one third of the normal working day for the past three months;
b. persons who carried out temporary or seasonal work, for which they were paid, in the week in question and who have not worked for one third or more of the normal working day for the past three months.

The unemployed comprise persons aged 16 and over who were seeking paid work in the week in question, either having lost their former job or never having been employed. More specifically, the unemployed include:
a. workers available for employment whose contract of employment has lapsed or is temporarily suspended and who are without work at the time of the survey and taking steps of whatever kind to obtain paid work;
b. persons who have not previously worked, whose former employment category was not that of wage-earner (i.e. who were employers, self-employed etc.), or who are retired, and who are available for work in the week in question and are seeking paid work;
c. persons who did not work in the week in question

but who were not seeking work because they had already obtained a job which they were not to take up until after the period specified;
d. persons on temporary or indefinite suspension without pay;
e. the former "family helps" who were seeking work in the week in question.

The inactive population includes:
a. the retired: persons who have previously been economically active but have given up this activity on grounds of age or for some other reason and who now live on a pension obtained through their former activity;
b. students: persons aged 16 and over who regularly attend an educational institution at whatever level;
c. persons who carry out work in the home not for reward, e.g. housewives and other family members caring for children and the home. Paid domestic servants do not come within this category;
d. family helps who have not succeeded in working one third of the normal working day over the past three months;
e. persons who are not employed and, while available for work, are not seeking employment;
f. rentiers, pensioners, persons depending on some form of charitable assistance, etc.;
g. the disabled.

The population counted separately comprises solely those males who, in the week in question, are carrying

out military service.

Those who work (the employed and the population counted separately who work) are then classified by the branch of activity of the undertaking in which they work. For instance, a bus driver working as such for a manufacturing company - transporting employees to their place of work, say - will be classed as working in manufacturing rather than services. The content of the various branches of economic activity is as follows:

Agriculture: livestock and arable farming; livestock services; hunting and shooting; animal breeding; forestry; timber production and fisheries.

Manufacturing and mining: mining and quarrying; production industries (food, drink and tobacco, textiles, clothing and footwear, leather, timber and furniture, paper and paper products, graphic arts, chemical industries, non-metallic mineral products, metal manufacture, engineering, vehicles, scientific equipment, etc.); electricity; gas (production and distribution); water (collection, purification and distribution).

Construction: design and planning; foundations; construction; surfacing; public works.

Services: commerce; hotel and catering; transport; transport-related services (storage, packing, agencies); communications (post, telegraph, telephone, radio etc.);

banking and insurance; property leasing and management; legal, accountancy and technical services; machinery and equipment leasing; government and defence; health; education and research; charities; social, political, religious etc. associations and organizations; leisure and entertainment; personal and household services (repairs, washing and cleaning, haridressing, photography); international and extraterritorial bodies (embassies).

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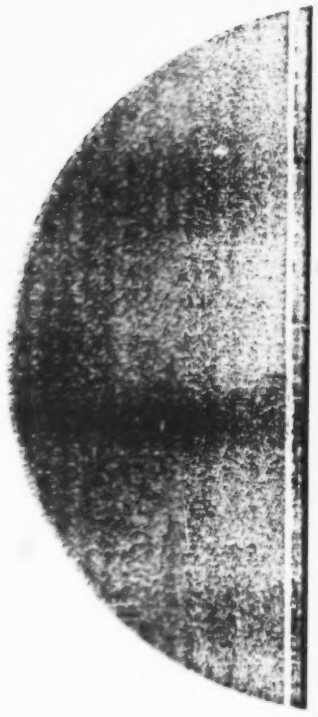

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